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RECONSTRUCTION

IN THE

CITY

OF

LONDON

GUILDHALL, E.C.

1944

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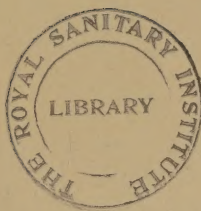
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Plan of London after the Fire 1666.



REPORT

IMPROVEMENTS AND TOWN PLANNING COMMITTEE

to the

Right Honourable the Lord Mayor, Aldermen and Commons of the
City of London, in Common Council assembled

ON THE

PRELIMINARY DRAFT PROPOSALS

FOR

POST-WAR RECONSTRUCTION

IN THE

CITY OF LONDON

1944

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WILKINSON, *Mayor.*

A Common Council holden in the Mansion House in the City of *London*, on *Thursday*, the *24th* day of *July*, 1941.

RESOLVED AND ORDERED, That the Improvements and Town Planning Committee be authorized to print and circulate their Report when ready, in regard to the redevelopment of the City, and they be instructed to take steps to see that their Report is circulated as a private and confidential document.

REPORT—IMPROVEMENTS AND TOWN PLANNING COMMITTEE.

*To the Right Honourable the Lord Mayor, Aldermen and Commons
of the City of London, in Common Council assembled.*

WE, whose names are hereunto subscribed, of your Committee for Improvements and Town Planning, to whom on the 14th day of November, 1940, were referred for consideration the further steps necessary with reference to the preparation of a Scheme for the post-war planning of the City of London do CERTIFY that we have from time to time proceeded therein.

In presenting the Preliminary Draft Reconstruction Plans for the City of London which, in obedience to your Reference to us, we have the honour to lay before your Honourable Court, we have thought it also desirable to give a résumé of the negotiations we have had and of the pressure we have persistently brought to bear on the Government Departments which, from time to time, have held the responsibility for Reconstruction matters. This résumé is contained in the Addendum, together with Appendices reprinting certain documents of outstanding importance.

The task entrusted to us has received our unremitting attention; this Report will, we hope, indicate that we have not been inactive in carrying it out and have pursued a level course in the best interests of the whole City of London.

We should mention that where there is peripheral interdependence between City and County, as for example in regard to through-routes and other related matters, there has been appropriate co-ordination between the City Engineer on our behalf and the Architect to the London County Council and that Authority's Consultant.

Our desire, in which we may be sure of the concurrence of your Honourable Court, is to see the return to the City at the earliest possible date of those businesses which have been displaced by enemy action, and to assist in every way within our power the rehabilitation of commerce within our walls.

Our inability to give more detailed consideration to those desirous of proceeding with schemes and plans for the rebuilding of their places of business after the war for submission in due course to your Honourable Court has caused us serious concern, and our Officers continuous embarrassment from being unable to give the normal full assistance to those desirous of discussing the technical details necessary to such schemes. We hope, however, to be able at an early date, to consider any plans submitted for rebuilding or reconstruction

of City properties, and in fact have already done so in certain cases, although it is obvious that any decision given by us on such applications must be subject to considerable qualification in view of the many difficulties involved.

The future of this ancient City, the Capital of the British Commonwealth of Nations and the centre of the World's commerce—a position attained by the endeavours of its citizens throughout the ages—is dependent upon its reinstatement at the earliest possible moment.

It is with that desire uppermost in our minds, but coupled with planning that shall be worthy of the great position our City holds and indeed, worthy of the magnificent courage citizens have shown through these times of stress, that we present this Report, consisting briefly of the following parts, preceded by an Historical Foreword :—

PART I : GENERAL BASIS.

Summary of existing conditions ; statistical examination of City in relation to London area ; effects of the War on City ; review of factors which determined policy, including form of proposals.

PART II : USE OF LAND AND HEIGHT OF BUILDINGS ZONING.

Study of pre-war land use, nature and height of buildings ; wholesale markets, open space and possible residential redevelopment ; zoning proposals for land use, height and coverage of buildings ; extent of possible post-war commercial accommodation and day population.

PART III : BUILDINGS AND AMENITIES.

Design of buildings and selection of sites ; environment of St. Paul's Cathedral and possibility of open competition for ultimate layout, together with proposals ; churches and historic buildings.

PART IV : TRAFFIC.

Study of pre-war congestion and traffic flow ; benefits of past large-scale improvements ; proposals for ring route and street improvements including alternative designs for Riverside Embankment ; railways and stations including County of London Plan in relation to railways serving City ; Airport ; River Thames and suggested public Inquiry on future development of River front generally.

PART V : LEGISLATION, PROCEDURE AND REALISATION.

Recent legislation and administration ; statutory procedure including essential acquisition of land for street improvements and other purposes ; realisation in terms of rate of rebuilding, replacement of rateable value, etc. ; new legislation ; legal rights of owners in relation to proposals.

The document is, as well as being fully indexed, illustrated by five plates of historic interest, some graphs illustrating the growth of the City during the last half-century and seven perspectives portraying proposals ; at the end of the text are eight sheets of survey plans recording essential considerations to planning and seven drawings of preliminary draft proposals. War conditions have not permitted the inclusion of much additional matter which would have been relevant and useful.

In submitting this Report we are confident that your Honourable Court will recognise the extent to which we have been impeded in preparing our recommendations owing to the absence of protective legislation which we have sought and to which detailed reference is made in the Addendum. We desire to emphasise that the drawings showing, as they do, several alternative proposals are, of necessity, preliminary and tentative. Further air-raid damage may affect the problem either generally or in detail. Also, we have had discussions with the Royal Fine Art Commission which are not yet complete and we hope in due course to submit the views of that body. We therefore present our schemes as a basis for discussion. Observations will be welcomed and we suggest your Honourable Court should instruct us to consider them and report further.

We have not dealt with the financial problems of reconstruction. Pending legislation with financial provisions—especially financial provisions applicable to an area like the City—we are unable to make any recommendations thereon. To carry out our proposals involves acquisition of a comparatively large and widespread area of building land as well as extensive engineering works. It will not be possible to execute the plan of desirable street improvements substantially facilitated by war damage unless the money is forthcoming with which to purchase the ownership rights. If the financial resources made available to the Corporation are not sufficient to carry out proposals such as those we are presenting—and we have limited them to measures of a practical ideal—those proposals themselves will have to be reduced accordingly.

With a view to the implementation of such of our various proposals as may eventually be agreed by your Honourable Court, we beg to *recommend* that :—

1. Your Honourable Court should defer an expression of your final views as to the relative merits of the several alternatives submitted until opportunity has been given for general public discussion.

2. This Report submitting preliminary draft proposals for Reconstruction (now presented as a confidential document) shall be published.

We *further recommend* that, with a view to the formal submission to the appropriate authority of such plan as eventually may be agreed by your Honourable Court, we be instructed to report further after having given due consideration to such criticism as may be offered and that, to that end, we be empowered to enter into any conferences we may deem desirable.

We feel that we must place on record our sense of indebtedness to the City Engineer, Mr. F. J. Forty, B.Sc., M.Inst.C.E., in regard to the very considerable work involved in the preparation of the scheme in accordance with our instructions.

The drafts and the various alternative proposals from time to time submitted for our consideration by your Engineer showed abundant evidence of the time and care devoted to their preparation and we cannot pay too high a tribute to his very able treatment of the many and complex problems arising in replanning the City to meet the needs of future generations, whilst at the same time, preserving to the fullest extent possible its amenities and the best of its ancient characteristics.

We recognise that a great part of this work has had to be combined with pressing day-to-day, and indeed, night-to-night war-time duties. Despite the difficulties, together with changing circumstances and shortage of assistants, he and his staff have responded to every call. The whole of the survey maps and the drawings of our proposals have been prepared in his Department, and the fact that our task has been brought to its present stage at this time is in no small part due to their splendid and enthusiastic co-operation.

We, therefore, wish to record our high appreciation of the work of all the Officers concerned in this work, with which expression, we feel your Honourable Court will desire to be associated.

All which we submit to the judgment of your Honourable Court.

Dated this twenty-fourth day of May, 1944.

A. SANCROFT BAKER.
JOHN S. PEARSE.
ALAN F. G. STANHAM.
L. C. BEECROFT.
C. ERNEST LINK.
CHAS. CROSSINGHAM.
H. J. E. STINSON.
J. B. WOODTHORPE.
JOHN BATTY.
ALFRED H. TEUTEN.
REGD. E. PHILP.
GERALD G. CANEY.
E. VICTOR AMSDON.
BANISTER FLETCHER.
W. H. GUNTON.
EDGAR S. UNDERWOOD.

CLAUD W. DENNIS.
R. MELDRUM.
GEORGE H. WILKINSON.
FRANK S. ALEXANDER.
F. M. WELLS.
G. AYLWEN.
HORACE E. SIER.
L. A. REDDALL.
H. GIBSON LYNN.
F. TIDBURY BEER.
T. C. HARROWING.
W. J. TAYLOR.
HENRY DIGNAM BAILY.
S. R. GREENLAND.
C. ARCHIBALD CHUBB.
HAROLD L. FARMER.
HERBERT S. SYRETT.
ERNEST BATES.

HISTORICAL FOREWORD.

The City of London, 1666-1944.

Before describing our proposals for reconstruction in the City of London after the recent damage due to enemy action, we would recall some of the outstanding tasks which the Corporation has undertaken for the improvement of the "Square Mile."

To the general public, the rebuilding of the City after the catastrophe of 1666 has long been represented as a "lost opportunity." Modern research* has helped to bring into clear focus both the background of circumstances existing at the time and the realities which finally determined the course that was taken. The country was at war, and an outbreak of plague had only recently subsided. The fire dislocated the City's life and with it the largest single part of the trade of the nation. It was no less in the national than in the Citizens' interests to rebuild as rapidly as possible. The Corporation—mainly through the devotion and energy of its Aldermen and members of the Court of Common Council aided by surveyors, for there were few paid officers—exerted itself to the utmost and, in the face of truly gigantic difficulties, set about rehabilitation in order that the normal course of life and business could be resumed in the shortest time. New accommodation was therefore of the utmost urgency, consistent with creating a safer and healthier city and with an equitable settlement of claims (by the specially constituted Fire Court) between landlords, tenants, and other interests. The Corporation had to buy land from owners for such amount of improvements as the money available allowed; both government and local coffers were low, long-term finance was in its infancy and new sources of immediate revenue had to be devised mainly by taxation from which the coal dues originated. Legislation had to be obtained for powers to make or widen streets (cf. Plate B), and to regulate more rigidly the construction of buildings. Materials and labour had to be secured. The Corporation set to work on an area where the streets had grown up "for the most part as and how they would, and were, except perhaps in the case of the larger streets leading directly into and out of the City through the great gates in the Wall, merely footways leading to and from the houses of the citizens, winding and tortuous passages worn by the inhabitants of the houses themselves in passing backwards and forwards about their daily occupations and pursuits. Many of the streets have, in later times, been widened and straightened by the removal or setting back of the houses that encroached on the main line of the street. Much of this widening and straightening process was effected by the Fire of London of 1666, which swept away the old landmarks and compelled the rebuilding of the greater part of the City, and although no comprehensive scheme of improvement was carried out at the time, and the streets were rebuilt for the most part on their old sites, yet they *were* rebuilt as *streets* with some definite line of frontage and not as *footways* to and from individual houses."†

The origin of the legend of the so-called "rejection" of Wren's plan is summarised as follows in T. F. Reddaway's "The Rebuilding of London after the Great Fire" (Jonathan Cape, 1940).‡

THE "REJECTION" OF WREN'S PLAN.

"Unhappily defeated by faction"—for generations this has been the accepted epitaph for the London planned by Wren. His great scheme⁽¹⁾ was laid before the King and before Parliament, so the story runs, and accepted by both, only to be defeated by the narrow selfishness of the citizens.⁽²⁾ Its 'Practicability . . . without Loss to any Man, or Infringement of any Property, was . . . demonstrated, and all material Objections fully weigh'd and answered.' Yet nothing was effected because of 'the obstinate Averseness of a great Part of the Citizens to alter their old Properties, and to recede from building their houses again on their old Ground and Foundations; as also the distrust in many, and Unwillingness to give up their Properties, tho' for a Time only, into the Hands of publick Trustees, or Commissioners, till they might be dispens'd to them again, with more Advantage to themselves, than otherwise was possible to be effected.'⁽³⁾ That in sum is the legend which appears with unfailing regularity whenever the rebuilding of London is discussed. Yet nobody knows where or when it began. Probably Ralph had

* "The Water Line of the City of London after the Great Fire" (Taylor & Francis, 1935), by Sydney Perks, F.S.A., late Architect and Surveyor to the Corporation of the City of London, and "The Rebuilding of London after the Great Fire" (Jonathan Cape, 1940), by T. F. Reddaway, M.A.

† "A Dictionary of London," by H. A. Harben, F.S.A. (Herbert Jenkins, Ltd., 1918.)

‡ Appendix A of that work, reprinted by kind permission of the author and the publishers.

(1) This is not the place to consider the merits of the scheme. Prepared in frantic haste (B.M., Add MS. 6193, p. 164), on a faulty ground plan, it would certainly have been altered in many respects. Architects have given it unstinted praise, and at that it may be left.

(2) T. F. Reddaway, "The Rebuilding of London after the Fire" (a) Wren's Plan, in *The Town Planning Review*, XVII (Liverpool, 1937), p. 205.

(3) Stephen Wren, "Parentalia or Memoirs of the Family of the Wrens" (1750), p. 269.



Commune Concilium tenet' in Camera Guild-hall Civitat' London die Lune 29^a die Aprilis, Anno Domini 1667, Anno, ue Regni Domini nostri CAROLI Secundi, Dei Gratia, Anglie, Scotie, Francie & Hibernie Regis, Fidei Defensor', &c. decimonono, Coram Willielmo Bolton Militi', Majore Civitat' London, Thoma Adams & Richardo Brown, Milibus & Baronetis, Aldermannis, Johanne Frederick Milite, Aldermanno, Johanne Robinson, Milite & Baronetto, & Locum-tenente Turris Civitat' London, Johanne Lawrence, Thoma Bludworth, Roberto Hanson, & Willielmo Hooker, Militi' & Aldermannis, Johanne Moore Armigero, Aldermanno, Roberto Viner, Milite & Baronetto, & Josepho Sheldon Milite, Aldermannis ac Vicecomitibus ejusdem Civitat', necnon majore parte Communitariorum de Communi Concilio ejusdem Civitat' tunc & ibidem assemblebat'.

An ACT declaring what Streets and freight and narrow Passages within the City of London and Liberties thereof, burnt down in the late dismal FIRE, shall be enlarged and made wider, and to what proportion; for notification thereof to the Owners or Parties interested in the Ground to be taken away for the said Enlargements.



WHEREAS in the Act of this present Parliament for Rebuilding the City of LONDON, the Lord Mayor, Aldermen, and Commons of the said City for the time being, in Common Council assembled, are impowered and required to enlarge all and every the Streets and Places hereafter mentioned, tohere and in such manner as there shall be cause, by and with the approbation of his MAJESTY, and not otherwise. That is to say, The Street called Fleetstreet, from the place where the Grey-hound Tavern stood, to Ludgate, and from thence to St. Paul's Church-yard; the Street leading from the East end of St. Paul's Church into Cheapside; the Street and Passage at the East end of Cheapside leading into the Poultry; the Street and Passage out of the Poultry leading into the West end of Cornhill, at or near the place late called the Stocks; the Street called Blow-bladder-street, leading from the West end of Cheapside towards Newgate-Market; and to enlarge the Street and Passage from thence towards Newgate-Market, by laying the Ground where the Middle Row in the Shambles there lately stood into the said Street; and in like manner to enlarge the Passage from Newgate-Market towards Newgate, by laying the Ground of the late four Houses between Warwick-Lane end in Newgate-Market and the late Bell Inn there into the Street; and in like manner to enlarge, as there shall be cause, the Lane called Ave Marie Lane, leading from Pater-noster-Row to Ludgate-street; and the Street or Passage at the end of St Martin le Grand towards Blow-bladder-street aforesaid; and also the passage from St. Magnus Church to the Conduit in Grace-church-street, and the North end of Grace-church-street; and also Thamestreet, from the West corner of St. Magnus Church aforesaid to the Tower-Dock; and to enlarge Old Fishstreet, by laying the Middle Row there into the Street:

Be it therefore Enacted, Ordained, and Declared, by the Right Honourable the Lord Mayor, the Right Worshipful the Aldermen his Brethren, and the Commons in this Common Council assembled, and by the Authority of the same, That the Streets and Places before mentioned shall be enlarged as hereafter followeth, his MAJESTY having already given his Gracious Approbation thereof: that is to say,

That the said Street called Fleetstreet, from the place where the Grey-hound Tavern stood to Ludgate, and from thence into St. Paul's Church-yard, shall be farther Enlarged to be of the Breadth of forty five foot.

That the said Street leading from the East end of St. Paul's Church-yard into Cheapside, shall be farther Enlarged to be of the same Breadth of forty five foot.

That the said Street and Passage at the East end of Cheapside, leading into the Poultry, shall be Enlarged to be on a level Line forty foot broad.

That the said Street and Passage out of the Poultry leading into the West end of Cornhill, shall be Enlarged to be of the Breadth of forty foot.

That the said Street called Blow-bladder-street, into Cheapside, shall be Enlarged to be of the Breadth of forty foot.

That the said Lane called Ave Marie Lane shall be Enlarged to be of the Breadth of Eighteen foot.

That the Street from Aldergate through St. Martin's le Grand into Blow-bladder-street, shall be Enlarged to be of the Breadth of Twenty four foot.

That the Passage from St. Magnus Church to the Conduit in Grace-church-street, shall be Enlarged to be of the Breadth of Thirty five foot.

That the North end of Grace-church-street, from Leaden-hall, shall be Enlarged to be of the same Breadth of Thirty five foot.

That Thamestreet, from the West corner of St. Magnus Church aforesaid, to Tower-Dock, shall be Enlarged to be of the Breadth of Thirty foot.

That the Ground where the Middle Row in the Shambles stood, and the Ground of the four late Houses in Newgate-Market, between Warwick Lane end and the late Bell Inn there, and also the Ground where the Middle Row in Old Fishstreet stood, shall be laid into the Streets, according to the said Act of Parliament.

And whereas in the same Act it is contained, that the said Lord Mayor, Aldermen, and Commons in Common Council assembled, shall and may enlarge and make wider any other such freight and narrow Passages as are less than fourteen foot in Breadth, so as notice be given to the Owners or Proprietors interested in the Ground to be so taken for the Enlarging thereof, on or before the first day of May the next following, and whereas the said Lord Mayor, Aldermen and Commons are also enabled to make, or cause to be made, a New Street, leading and extending from the Guild-hall of the same City into Cheapside, of such Breadth and wideness as they shall judge meet and convenient:

Be it farther Enacted, Ordained, and Declared, by the Authority aforesaid, That there shall be a New Street made from the said Guild-hall into Cheapside, of the Breadth of Thirty six foot.

That Pannier Alley, between Pater-noster-Row and Newgate-Market, shall be Enlarged to be of the Breadth of Nine foot, and paved with Free-stone for a Foot-passage.

That St. Paul's Alley, between Pater-noster-Row and St. Paul's Church-yard, shall be also Enlarged to be of the same Breadth of Nine foot, and paved with Free-stone for a Foot-passage.

That Filing Alley and Queens-head Alley in Pater-noster-Row shall be severally Enlarged to be of the Breadth of Nine foot.

That Grocers Alley, in the Poultry, shall be Enlarged to be of the Breadth of Eleven foot.

That Scalding Alley, there, shall be Enlarged to be of the Breadth of Nine foot.

That Old-Swan Alley, in Thamestreet, shall be Enlarged to be of the Breadth of Fourteen foot.

That Love Lane, in Thamestreet, shall be Enlarged to be of the Breadth of Ten foot.

That the Cross Lane between St. Dunstan's-hill and Harp Lane shall be Enlarged to be of the Breadth of Fourteen foot.

And be it farther Enacted, Ordained, and Declared by the Authority aforesaid, That all freight and narrow Passages not fourteen foot broad which have been or shall be taken out by the Surveyor hereunto appointed by this Court, to the Breadth of fourteen foot, shall be Enlarged accordingly and in such manner as they now are or shall be taken and set out.

And this Court is farther consenting and desirous that all other freight and narrow Passages, not before particularly mentioned, (which shall be found convenient to be Enlarged for the common benefit and accommodation, and shall receive his MAJESTY's order and Approbation) shall and may be Enlarged and made wider and otherwise altered before the twentieth day of May now next ensuing, as shall be fitting for the Beauty, Ornament and Convenience thereof, and taken and set out accordingly.

And that all persons concerned or interested in any Ground so taken or to be taken away, for the said Enlargements of any of the said Streets, may take notice thereof according to the said Act of Parliament.

It is Ordered that this Act and Declaration be forthwith Printed and Published in all convenient places within this City and Liberties.

Avery.

ACT OF COMMON COUNCIL
1667.

A typical local Act declaring widths to which certain streets and narrow passages were to be widened, published for the notification of owners of the ground to be taken. There were other similar Acts from time to time. Surveys showing dimensions and settlements of compensation claims still exist.

something to do with it, for in 1734 he published a vigorous lament that the plan had not been adopted.⁽⁴⁾ 'But he accused nobody of selfish obstruction. That came fifteen years later. Gwynn then reproduced a version of Wren's plan in which he roundly attributed its nonfulfilment to faction and irresolution. The "Parentalia" followed in 1750, and with it the whole story of practicability and defeat.'⁽⁵⁾ From that date it has reigned supreme.

The whole story is a dangerous distortion of the truth. Though King, Parliament and City, all wanted a new ground plan, there is no trace among the records of the Lords, the Commons, the Privy Council, or the City, of the adoption of Wren's scheme. Gwynn's statement that it was 'approv'd of by . . . Parliament '⁽⁶⁾ is a lie. Like others it was considered. Like others it was rejected. The City's own surveyor submitted a scheme.

The City itself approved that of Hooke. Parliament, though divided on the subject refused to adopt any of them. The difficulties were too great. Finally the whole matter seems to have been relegated to the royal commissioners and the City surveyors. Wren himself was one of them and two of his colleagues, Hooke and Mills, had also drawn up plans for a new city. The other three, Pratt, May and Jerman, were architects of the highest standing. No more sympathetic body could have been found, but, after a month's hard work, the adoption of a different policy showed that the idea had been abandoned. This whole book, whatever its failings, must surely point the moral that it had been impossible from the outset. Divorced from circumstances, a new plan may seem simple, Wren's magnificent: to contemporaries anxious examination showed that both were Utopian.

Why then did the legend arise? Proof cannot be given, strong probability can. Both the authors were interested parties. 'The "Parentalia" was the work of Wren's son, edited by his grandson. It is eulogistic throughout, and the plan offered ample opportunity for a discursus in that strain. Eighty years had elapsed since the Fire; London had continued to grow; the old improvements had long been forgotten, and the existing defects were obvious to everybody. Wider streets offered a solution for many of them, and Wren could be made to appear as a prophet defeated by unenlightened self-interest. Gwynn was interested in the planning of streets and deliberately aiming at the creation of such an interest in the development of London. He therefore had every reason to desire that opponents of such schemes should be discredited. Having quite unashamedly falsified the streets in parts of his reproduction of Wren's design, he may equally well have applied his invention to the production of a letterpress which would further his aims.'⁽⁷⁾ Search amongst the records of contemporaries of the plan yields nothing in support of these two men. The plan was widely known. If it had in truth been weighed, argued and approved by Charles and his Parliament, its rejection by the citizens could not have passed unnoticed. 'Yet in all the disputes and controversies which accompanied the rebuilding, and the legislation which governed it, there is no record of anyone using it to point an argument or to barb a criticism. Nor do any of the contemporary diarists or letterwriters deplore its rejection.'⁽⁸⁾ On the contrary, Milward soberly notes that the Commons would not accept it. Wren's editor and Gwynn founded a legend opposed to every known fact. Helped by the greatness which came to Wren after 1666 their falsehoods have ousted the truth.⁽⁹⁾

So much attention has been given to Wren's plan that an equal attention is due to the subsequent works of the Corporation and to the development of the City which did not end with the rebuilding after 1666; indeed, a new epoch was but beginning. The legislation governing the erection of buildings set many standards of construction which have altered little in re-enactments for the County of London and continue as parts of the London Building Acts to this day. It was, in effect, the first comprehensive code of practice. Surveyors, to whom the present District Surveyors are the direct successors, were appointed

(4) J. Ralph, "A Critical review of the publick buildings . . . in, and about London and Westminster" (1734).

(5) *The Town Planning Review*, op. cit., p. 205.

(6) Part of the title of Gwynn's plan.

(7) *The Town Planning Review*, op. cit., pp. 206-7.

(8) *Ibid.*, p. 206.

(9) For the falsity of the Parentalia's assertion that Wren was appointed principal architect for rebuilding the whole city, *ibid.* p. 55, note 2, which is:—I have not been able to find any record of this appointment except its mention after this meeting in the Journals of the Common Council (Jor. 45, f. 123). In the Parentalia (p. 263) it is asserted that after the Fire Wren was appointed "Surveyor-General and principal Architect for rebuilding the whole city." No date or reference is given, and the statement, in its full sense, is untrue. Wren was appointed Surveyor-General of the Royal Works in 1669, after Denham's death. Charles could only have imposed a Surveyor-General with authority over the rebuilding of the City by an arbitrary exercise of his power. Late in 1667, he attempted to induce the City to appoint its own Lord Mayor to such an office, only to be firmly rebuffed (P.R.O., S.P., Dom. Car. II, 202, ff. 95-6; Jor. 45, f. 189; Notes and Queries, February 11th, 1939).

to watch that the rules were observed. The Commissioners of Sewers were constituted and continued to carry out a wide range of duties for the health, cleanliness and improvement of the City for over 230 years before being merged into the Corporation as the present-day Public Health Department. Under legislation in the 18th century they introduced the numbering of houses, the erection of street names, and the lighting of streets; further powers for the widening of streets were also obtained and dangerous structures brought under control. During the century, the City saw the completion of the rebuilding of St. Paul's Cathedral and of many churches, as well as the erection of the Mansion House.

In the 19th century, the Corporation pursued a long and vigorous programme of major improvements within the City (apart from its many other works), sometimes by special Acts of Parliament (see Plate C). Perhaps the most spectacular was the Holborn Valley Improvement (which consisted principally in building Holborn Viaduct as the first "fly-over" junction and the development of the adjoining lands, including Smithfield, under the advice of the Engineer to the Commissioners of Sewers, Colonel W. Haywood), and the rebuilding of Smithfield Market with direct connections to the main-line railways. The erection of Tower Bridge, rebuilding of Blackfriars and London Bridges, the construction of King William Street, Cannon Street, Queen Victoria Street and the eastern end of the Victoria Embankment (the last two in conjunction with the Metropolitan Board of Works) are other improvements from a long list which punctuated the progress of the last century.

The same policy has since been continued. The outbreak of war prevented us from pursuing investigations which, we anticipated, would have led us to recommend the Court of Common Council to undertake new and substantial proposals mainly arising out of the Greater London Highway Development Survey, 1937. Subsequent events have given rise to this present Report and opportunities now exist for a further vigorous programme of improvements which overshadows anything we had previously contemplated as a whole, although the area of devastation is neither so great nor so concentrated as it was in 1666 (see Plate A).

May it be possible, after the reconstruction of the City as outlined in the following pages to write in terms corresponding to those used by John Woodward, M.D., Gresham Lecturer in Physic, in 1707 in a letter[§] congratulating Wren on the part he had played in the rebuilding :

" however disastrous it (the fire) might be to the then inhabitants, had prov'd infinitely beneficial to their Posterity; conducing vastly to the Improvement and Increase, as well of the Riches and Opulency, as of the Splendour of this City. Then, which I and every Body must observe with great Satisfaction, by means of the Inlargements of the Streets; of the great Plenty of good Water, convey'd to all Parts; of the common Sewers, and other like Contrivances, such Provision is made for a free Access and Passage of the Air, for Sweetness, for Cleanness, and for Salubrity, that it is not only the finest, but the most healthy City in the World."

§ "A letter to Sr. Christopher Wren, Knt., Occasion'd by some Antiquities lately discover'd near Bishops-Gate, London," written 1707, published 1713. As quoted by T. F. Reddaway.



STREET IMPROVEMENTS MADE IN THE CITY OF LONDON DURING THE XIXth CENTURY.

This plan was submitted with the evidence of the Corporation of London before the Royal Commission on London Traffic, 1905 (Volumes II, III and IV), when it was stated that the street improvements carried out between 1851 and 1902 and financed out of Rates involved an expenditure of over £5,600,000 gross and £3,800,000 nett, of which almost £3,000,000 was paid out of the City's Consolidated Rate, the remainder being met mainly by contributions from the Metropolitan Board of Works (later the London County Council). Other similar works in the City during the same period (exclusive of Markets Capital expenditure) involved an outlay of over £3,000,000 including Holborn Viaduct, Blackfriars (rebuilding) and Tower Bridges. The parts coloured red on the plan indicate new streets and widenings of existing streets made during the XIXth Century, including those completed during the first half of that period at a cost of over £2,500,000. The baseplate is from Wyld's Plan, 1842, by the date of which the new London Bridge, King William Street, Moorgate, and some other improvements were already executed.



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Perspective by J. D. M. Harvey.

NUMBER 1.

Preliminary proposals for Reconstruction in the City of London.
BIRD'S-EYE GENERAL VIEW FROM THE SOUTH.

This view indicates the general effect of the main proposals described in the Report and contained in Drawings Nos. 1—3B. It is taken from a view-point west of the aerial photograph of the City which faces page 32. Outstanding features are the Embankment continuing from Blackfriars to London Bridge and thence as a wide inland street to Tower Hill so that the Upper Pool continues as a part of the Port; the ring route from the Tower round the north of the City to Holborn, with major junctions where intersected by the principal existing radial roads into the County; the environment of St. Paul's Cathedral; and the open space exposing the London Wall bastions south of the Church of St. Giles, Cripplegate.

F. J. Forty, City Engineer.

PRELIMINARY DRAFT PROPOSALS FOR POST-WAR RECONSTRUCTION IN THE CITY LONDON.

PART I.

General Basis.

Existing Conditions.

On the 21st May, 1936, we of the Improvements and Town Planning Committee laid before the Court of Common Council a Report advising "on all points material to a proposal that the Corporation should pass a Resolution to prepare a Town Planning Scheme for the City of London under the Town and Country Planning Act, 1932." That Report, upon which we have drawn extensively, in addition to discussing the details of town planning powers and the desirability of the proposal to pass a Resolution, contained a survey of the City made in 1935/6, illustrated with maps and statistical matter in terms of the use and height of buildings (with the tendencies of new development), traffic flow and street improvements, open spaces and historic buildings. The data assembled for this survey concerned the pre-war physical functions of the City in its several parts but were limited to the evidence necessary to satisfy the Minister of Health within the terms of Section 6 of the Act. (1)

Summary of
Survey of the
City, 1936.

The City's growth has been a history of long and gradual adjustment to current need. Outstanding conclusions from the Survey can be summarised as follows :—

USE OF LAND AND BUILDINGS.

The whole area constitutes the commercial heart of London, is intensively built-up and in a state of continuous (although not regular) reconstruction. Buildings generally have two "lives," the first lasting about 30 years, and the second of the same or greater length after alteration and modernisation. Much development since 1920 has involved the union of many sites and a substantial increase of floor space. Steel frames and fire-resisting construction, with improved light, air and circulation have become common building practice. Nearly a quarter of the City has been rebuilt since 1905, the new buildings producing about £4,000,000 or 42 per cent. of the rateable value in 1935. The day population increased ever since the middle of the last century and had reached about half a million in 1935, while the resident and night population had fallen to about 10,000 in the same period.

TRAFFIC.

Some of the chief metropolitan routes pass through and intersect within the City. The amount of traffic has grown regularly since the beginning of the era of the petrol engine (60 per cent. in the City and 109 per cent. in the West End between 1905 and 1935); despite street widenings and palliatives to ameliorate local conditions, congestion has continued. Improvements of the existing street lay-out are expensive and are constantly being carried out, yet do not materially reduce the delays at intersections. Increased building volume has provided accommodation for a larger day population which arrives and departs by road, underground and main line railways. Pedestrian circulation is of great importance to the needs of business houses.

"While we would hesitate to attempt any forecast of transport developments generally, we cannot but accept the evidence of statistics which indicate that the volume of traffic in London has been rising steadily and regularly from the time we first have exhaustive information, and that, so long as present circumstances (economic, mechanical and legislative) obtain, it will continue so to do. It would be of the utmost value to be able to foresee the factor determining saturation point; for the moment we can only recognise the increase and its inexorable toll on the resources of local authorities in the provision and widening of roads." (1936 Report.) (2)

The City possessed before the war a street lay-out (Plan No. V) many names in which were world-wide or household words to some branch of commerce, professions or industry. This lay-out (occupying over a quarter of the land area of about 600 acres, excluding the Inner and Middle Temple) has grown with the centuries but much of its congestion has been due to the lack of adequate, suitably placed routes which could carry that part of metropolitan traffic having no concern in the City itself. (3)

Existing street
lay-out.
Plan No. V.

Preservation
of City's
traditional
character.

We suggest the conservation wherever possible of features which are of traditional and archaeological significance and add to the architectural dignity of the City. Can it seriously be thought that we, proud to have a part in promoting its welfare, are unconscious of the romance and history which the very street names breathe? We are, however, dealing with an area that cannot be viewed merely as a museum piece and—whatever the surface destruction—the City can in no circumstances be regarded as virgin land, upon a blank plan of which the pencil of a planner, conscious of his responsibilities, can freely or fancifully travel. (4)

The City is a compact site which has been built and lived upon for upwards of 2,000 years of intensive use and crowded history. Some areas have been devoted to their present use for several centuries; some sites, particularly of certain churches, markets and docks were dedicated since our earliest records to the purpose they still carry on. No small number of specific parcels of land have been in the ownership of the same bodies for several hundreds of years. (5)

Existing
services.
Plan No. 1B.
Plan No. 1C.

Below the streets at varying depths are very many pipes, subways (both for pedestrians and for service pipes), tubes, cables, etc., conveying water, electricity, gas, telephones, telegraphs, sewers (Plan No. 1C), hydraulic mains, railways, etc., amounting in value to many millions of pounds. Plan No. 1B illustrates some of the major existing works; it is not, however, exhaustive and is on too small a scale to show the vast network of mains and branches in every street, examples of which were illustrated, however, in Volume VI, Report of the Royal Commission on London Traffic, 1905. It is not irrelevant to recollect that these services (including railways) are owned and operated by statutory undertakers who derive their powers from and are directly responsible to Parliament and have not generally been subject to the full scope of local authorities' power under town planning or other legislation. (6)

We stress these facts now, because we have sought to put forward proposals which have some likelihood of realisation and which should not be overburdened with projects which ignore, or demand the complete re-installation of, existing and vital assets. For the same reason, we have avoided the removal or extensive remodelling of essential services. We have, however, not hesitated to adopt proposals whose broad advantages to the City and London generally outweigh any temporary disturbances. (7)

The City in relation to the London Area.

The City in
relation to the
County of
London.

One of our early considerations was that our proposals should be in harmony with those of the area of the London County Council by which the City is surrounded. We have recognised the desirability and indeed the necessity of co-operation with the County Council because both we and they have been acting on the same invitation from Lord Reith, when he was Minister of Works, and we are both moved by the same wish to see a great and beautiful Metropolis. We have problems in common, and the health and efficiency of the one part is dependent upon the other. Both authorities are an integral part of one region, and planning, as many other things, is above all a matter for co-operative effort. We may appear not to have approached some questions from the same standpoint as the authors of the County of London Plan; divergence of approach, however, does not imply conflict of ideals. (8)

We consider that many changes may occur in the post-war period, and whatever plans are formulated now will require constant review in terms of such changes, not the least important of which may well be those arising from the extent to which any present planning proposals are actually carried out. Commerce and large enterprises generally have become aware of the advantages of planned co-operation and foresight in the common interest and we therefore have confidence that any proposals put forward by, for example, railway or other statutory undertakings, will be guided by such motives. (9)

County of
London Plan,
1943.

The Court has referred to us the County of London Plan prepared for the London County Council by J. H. Forshaw, M.C., M.A., F.R.I.B.A., M.T.P.I., Architect to the Council, and Patrick Abercrombie, M.A., F.R.I.B.A., P.P.T.P.I., Consultant to the Council, and we have accordingly taken into account, and discuss as they occur in this Report, the major issues relevant to our proposals. We would point out that further consideration of this subject will become necessary when the County Council has itself decided in what degree it can implement the proposals submitted by its Architect and Consultant. (10)

The City in
relation to
Greater
London.

The significance of the City as the commercial core of London is clearly recognised by and illustrated in the diagrammatic Plate VI (Social and functional analysis—central area) and in Plate 2 of the County Plan. This core in most towns varies with the size and prosperity of the region of which it is the centre. In the case of London—and particularly of the City—the regional background is nation-wide domestically, and world-wide internationally. There is also a close relationship between the City and London as a whole, clearly demonstrated by the following tables:—

GRAPHS OF
SOME LONDON STATISTICS



SOME LONDON STATISTICS

These diagrams are given in order to reveal graphically some of the tendencies which appear to exist in a comparison of London's population and rateable value. The period covered is from after the middle of the nineteenth century to the latest date about which relevant statistics have been published, mainly in "London Statistics," Vol. XL and previous editions. The ordinate or vertical scale of the graphs is logarithmic, so that the slope of the graphs relative to each other illustrates comparative changes irrespective of the magnitude of the numbers represented, i.e., where the same kind of increase in the same period has occurred in two or more sets of figures the slope is the same on each graph. Only the figures existing at the decennial dates shown are plotted; intermediate values, although possessing certain well marked secondary variations, do not affect, in general, the broad tendencies.

There are many factors, e.g., conditions of trade, increases in building volume, revaluation, variations in the value of money, application of inventions (especially in transport and communications), changes in legislative definitions, etc., which affect the complete interpretation of the data illustrated. The influence of the Great War (1914-18) and the recovery therefrom are evident throughout, being most conspicuously marked in the traffic curve.

CITY OF LONDON

Rateable value has risen rather more quickly than day population. Throughout the period, resident population has fallen persistently and rapidly after being stable from 1805 to 1851.

Statistics of street traffic prior to 1850 are very limited and relate chiefly to a few bridges; the Blackfriars Bridge vehicle counts of 1811 and 1850, which show about 3,500 and 5,300 vehicles per twelve hour day respectively, are perhaps a clue to early development.

After the twelve-hour (8 a.m.—8 p.m.) counts began to be taken frequently (from which the traffic curve is computed by totalling the number of vehicles in the main streets at the same points for each census) by the Engineer to the Commissioners of Sewers, City street traffic was found (of Engineer's Annual Report, 1867) to have increased by 56 per cent. during the fifteen years, 1851 to 1866. Between 1904 and 1935, however, the increase was only 60 per cent. apart from the war and post-war recovery period.

Complementary to street traffic and of vital importance to the City's life are the railways. In the 1860's, the first underground (cut-and-cover) railways were being built, one of their objects being to relieve the streets of foot and street passenger transport. In the 1890's, the first underground tube or deep-level railways were opened.

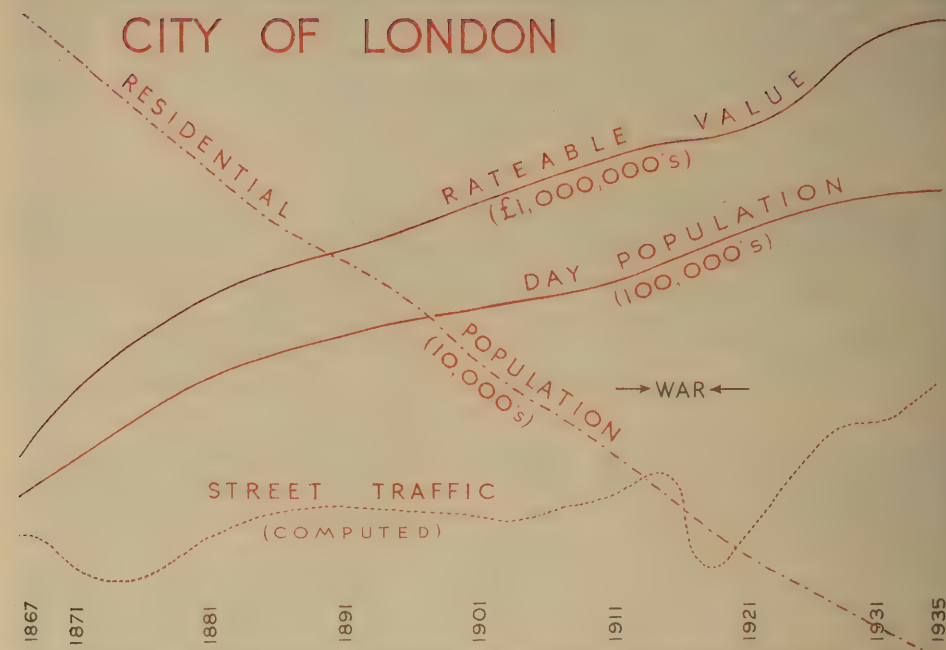
The main line railways, which had been completed generally before 1875, perform a function equal to that of street and underground transport; before 1939 it is probable that at least half the day population travelled to main line stations within the City or less than a quarter mile from its boundaries. Moreover, a greater proportion of the day population of the City than of any other part of Central London travelled from beyond the boundaries of Greater London and therefore depended primarily on this form of transport and terminus within walking distance of work.

LONDON'S POPULATION

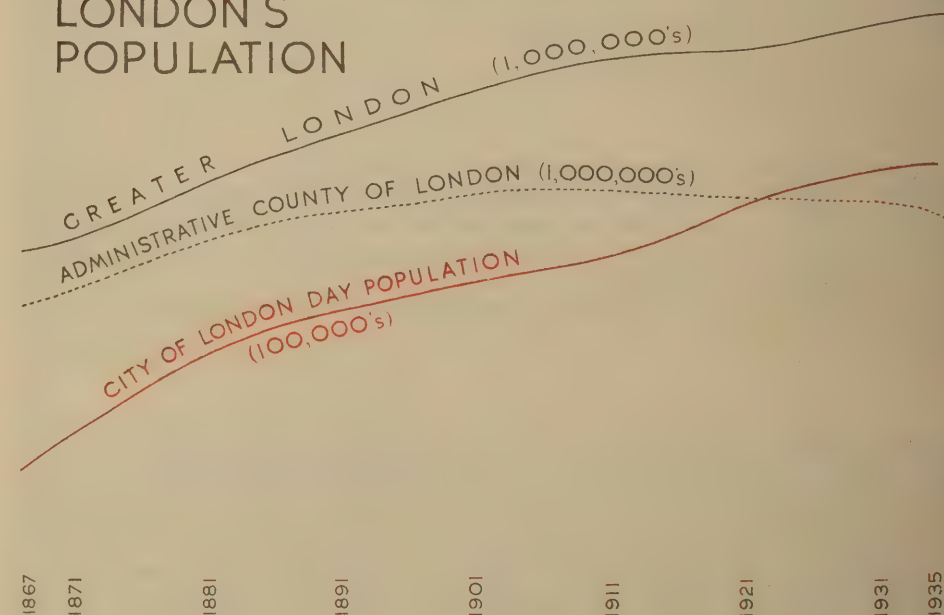
These graphs are based on the population table opposite and shew the steady and nearly uniform proportionate rise of Greater London and the City day population. The apparent tendency towards convergence after 1911 may be explained in that the City aggregated its great day population from an ever increasing total population and radius extending beyond the boundaries of Greater London; and, if the population of the London Traffic Area (which is more inclusive than Greater London) is considered for the last twenty years it will be seen that the ratio remains more nearly constant. The resident population of the Central Area (i.e., the City and the central Metropolitan Boroughs, about nineteen square miles, as defined in "London Statistics") has fallen, although not as rapidly as that of the City only; the incoming day population is not as great in proportion to that area and resident population as it is in the City only (see 1921 Census).

LONDON'S RATEABLE VALUE

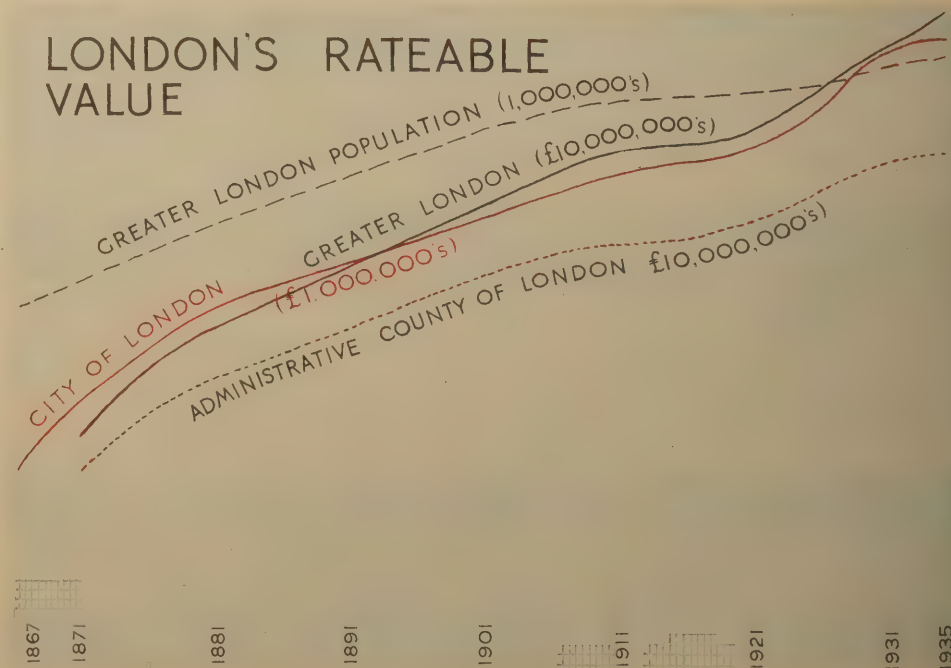
These graphs are based on the rateable value figures in the second table opposite and indicate vividly the variations over a general parallel tendency between Greater London and City rateable value. The Greater London value has fluctuated in a degree relative to its population (which is included on the graph for comparison) comparable with the corresponding movements in the City, and has also grown generally more rapidly than its population.



LONDON'S POPULATION



LONDON'S RATEABLE VALUE



POPULATION.

| Year. | | Population (in thousands) of | | | | City of London Day Population as a Percentage of Greater London. |
|-------|-----|------------------------------|-----------------------------------|-------------------|--------------------|--|
| | | Greater London. | Administ-rative County of London. | City of London. | | |
| | | | | Residential. | Day.(a) | |
| 1801 | ... | 1,115 | 959 | 129 | — | — |
| 1851 | ... | 2,681 | 2,363 | 128 | — | — |
| 1861 | ... | 3,223 | 2,808 | 112 | — | — |
| 1866 | ... | 3,555 | 3,038 ^(b) | 93 ^(c) | 170 | 4.8 |
| 1871 | ... | 3,886 | 3,261 | 75 | 200 ^(c) | (5.1) |
| 1881 | ... | 4,767 | 3,830 | 51 | 261 | 5.5 |
| 1891 | ... | 5,634 | 4,228 | 38 | 301 | 5.3 |
| 1901 | ... | 6,581 | 4,536 | 27 | 332 ^(c) | (5.0) |
| 1911 | ... | 7,251 | 4,522 | 20 | 364 | 5.0 |
| 1921 | ... | 7,480 | 4,485 | 14 | 437 | 5.8 |
| 1931 | ... | 8,204 | 4,397 | 11 | 482 ^(d) | (5.9) |
| 1935 | ... | 8,475 | 4,185 | 10 | 500 ^(d) | (5.9) |

(a) Census by Corporation of London, except in 1921 by Registrar-General.

(b) Intercensal Returns.

(c) Interpolated.

(d) Estimated.

RATEABLE VALUE.

| Year. | Rateable Value (in £ thousands) of | | | City of London Rateable Value as a Percentage of | |
|----------|------------------------------------|----------------------------------|--------------------|--|----------------------------------|
| | Greater London. | Administrative County of London. | City of London.(e) | Greater London. | Administrative County of London. |
| | | | | | |
| 1871 ... | 23,231 | 19,963 | 2,534 | 10.9 | 12.7 |
| 1881 ... | 32,985 | 27,629 | 3,479 | 10.6 | 12.6 |
| 1891 ... | 40,836 | 33,005 | 4,084 | 10.0 | 12.4 |
| 1901 ... | 51,083 | 39,644 | 4,858 | 9.5 | 12.3 |
| 1911 ... | 61,019 | 44,555 | 5,658 | 9.3 | 12.7 |
| 1921 ... | 66,900 | 48,383 | 6,230 | 9.3 | 12.9 |
| 1931 ... | 89,239 | 59,146 | 8,685 | 9.7 | 14.7 |
| 1935 ... | 98,783 | 61,205 | 8,981 | 9.1 | 14.7 |

(e) The figures for 1801 and 1861 are about £507,000 and £1,280,000 respectively: See Royal Commissions on Municipal Corporations (1837) and on London Traffic (1905).

Data of both tables from "London Statistics" and "Statistical Abstract for London," except where otherwise stated; reference should be made to these works for statutory definitions of boundaries, changes in the basis of valuation, etc.

(11)

During the period under review London as a whole more than doubled its population, spread itself widely and acquired many new interests and industries. Notwithstanding this—indeed, because of it, we may submit—the City multiplied its day population by an even

greater proportion (without extension of area) and continues as the commercial hub of the Capital. It is not always adequately represented that it is the day population which constitutes the vital and effective life of the City; equally that it is for this magnitude of population that the Corporation has to make provision in the larger part of its public services. (12)

The percentage increase in the City's rateable value has been actually more rapid than that of the County, and almost as fast, in proportion, as that of Greater London itself. (13)

The implications of these figures generally are reviewed in regard to the future at the end of Part II; we need here only emphasise that there is an obvious interdependence between the several parts of London's development which will continue to be essential. (14)

The Royal Commission on the Distribution of the Industrial Population, 1937.

The Royal Commission on the Distribution of the Industrial Population (Sir Montague Barlow, Bart., K.B.E., Chairman) was appointed in 1937 in circumstances which "pointed to the great industrial concentrations, particularly the Metropolis, as the main objectives of the inquiry" (Paragraph 12 of Report, Cmd. 5153). Conclusion No. 5 (p. 202 of Report), one of the nine conclusions adopted unanimously by the Commissioners, states:—

"The continued drift of the industrial population to London and the Home Counties constitutes a social, economic and strategical problem which demands immediate attention." (15)

Other conclusions imply generally that concentrations like Greater London should not, in the national interest, be allowed to grow. (16)

While the City, with the Central area generally, had been increasing its day population, the County had passed (by 1911) its peak of residential numbers and was recently losing over 50,000 persons (348,000 in 1931-37, see County of London Plan, Paragraph 121) per year. The residential movement was, however, mainly to outer from inner London and the total, supplemented by immigration from other parts of the country raised the population of Greater London by over 1,000,000 between 1921 and 1937. We have observed that the County Plan proposals include a further dispersal from its own area of about 500,000 in order to create acceptable housing standards. (17)

According to Paragraph 356 of the Barlow Report, "The London Passenger Transport Board suggest that the centripetal movement of the population of London may amount to roundly 1,700,000 persons for every working day." Of this total nearly one-third came to the City, according to the Survey of 1935/6. (18)

We have been mindful of the import of these statistics and have concluded that there is a certain consensus of opinion against the further extension of Greater London and that up to the present time the day population of the City has been closely related to the past growth. (19)

Effects of the war on the City.

The shadow of war, followed by its outbreak in 1939, arrested or changed many of the tendencies examined above. Restrictions on petrol reduced traffic. Air-raid damage and other war-time causes reduced the City's rateable value by about £2,000,000 or about 25 per cent. of the 1939 total; an even greater ratio of building land was sterilised from use, at a time when all new construction practically stopped. (20)

The broad effects of the war on the City are—apart from the actual devastation and the loss of rateable value—difficult to measure with any precision, but it is beyond question that they have been very serious. The areas intimately associated with certain trades have been practically razed to the ground but the majority of the businesses displaced have continued to trade and to find accommodation where they could, often—perforce—outside the City. Decentralisation and evacuation, whereby some large organisations have temporarily settled their administrative and clerical staffs in country towns, will have undergone a test period of several years in terms of costs, business efficiency and comfort, health, etc., of staff. Altered arrangements for warehousing and distribution may also have revealed advantages as well as disadvantages and in some cases accelerated pre-war tendencies. (21)

We have not overlooked, however, that some large firms own the freehold of their building sites or have retained leases of the land they previously occupied. We have also received many enquiries for accommodation and expressions of anxiety to return to the City as soon as possible. A number of business houses have already returned after temporary repairs had been carried out to their premises, while some extensive new lettings have been made which may continue for several years after the termination of hostilities. We have, in circumstances explained in Part V, assisted wherever possible the restoration of damaged buildings in order that trade may continue. (22)

It remains to be seen in what degree these influences, experienced during a period of abnormal control and shortage of labour and material, may exercise any restraining effect upon the redevelopment of Central London; although national policy in relation to the distribution of industry might have certain effects on London generally, we believe that it

will be essential to the national interest to rebuild a central core at which the widespread activities of industrial and other enterprise can be integrated and co-ordinated, and new undertakings initiated. The scale of commercial and trading transactions tends to broaden, while modern transport and communications (together with the upheavals due to war) make industry and labour more flexible; both factors demand more—not less—concentration of direction and co-ordination at the centre, if waste and overlapping are to be avoided. These issues may be self-evident, but we have felt the desirability of recording our views more particularly having regard to the diverse approaches to the subject and to the wide public attention which has been focussed on it in recent years. (23)

Policy.

On the coming of peace there may arise conflicts of purpose which will not easily be resolved unless a plan is agreed in some detail and both legislation and financial measures exist by which the local authority's part of the work can be carried into execution. There will exist the public desire for reconstruction on a comprehensive plan which cannot be other than long term and must occupy time; this is the principal objective of our proposals. It is, however, essential to realise that this long-term part of our scheme must cover a large number of years particularly, for example, in those sections of the ring route which will involve disturbance to buildings still standing and occupied. (24)

Long-term
reconstruction
policy.

There will also be a big and pressing demand, which we desire to assist, for accommodation in which to resume normal business. Local authorities and also the Government may reasonably wish to encourage and facilitate enterprises which tend to restore the income from local rates and national taxation. There will probably be a corresponding stimulation of initiative by statutory undertakers. The easiest line of action, accompanied by the most obvious immediate results, would be obtained from making the best of what remains and to patch up around it—to the detriment, even to the elimination of any broadly conceived planning. These forces, though readily understandable, must, we feel, be subordinated to the long-term policy. (25)

Short-term
policy.

Short term considerations have already engaged our attention; the repair of the damaged buildings, minor extensions and temporary structures have been required and we have felt that it was in the public interest that such should be permitted for the duration of the war, since they have generally been promoted on behalf of applicants actively engaged in the war effort. Such work can proceed only where the Ministry of Works and (in certain categories) the Board of Trade or other Ministry are satisfied that the work is necessary. We would add that machinery is in operation by which the Corporation's views and decisions are an important factor in the ultimate ability of the owner to proceed with any such work. We anticipate, however, that when labour and material begin to be released for more general reconstruction of private property some effective system of licensing may be desirable in order to allow of the temporary occupation of land which will later be required for improvements but which has not actually been acquired by the Corporation, and to limit (possibly with legal agreements as to the nature and time of erection of permanent buildings) the period of existence of structures which on account of their appearance, size or use would not be in keeping with the ultimate development envisaged by the long-term plan. (26)

The release of building materials and the disposal of equipment no longer required for the fighting services, may allow of temporary expedients in building construction that might, unless rigorously supervised, be in the interests of neither public health nor private welfare. (27)

In considering the form which our reconstruction proposals should take, three courses appeared open to us:—

Forms of
proposals and
plans, &c.

(1) To present an "ideal" plan expressing a physical shape of the City which, given unlimited means, might fulfil every ambition for the future.

(2) To present a plan of immediate post-war improvements and other proposals limited to war-damaged sites such as might be carried out within a few years, all within customary practice and financial capacity.

(3) To present plans embodying the principal needs of the area which would be more closely related to practicability and realisation than (1); wider and larger in vision than and yet embodying the whole of (2); and generally such as might reasonably be carried out over, say, twenty to twenty-five years by extended statutory powers at a cost not incommensurate with the benefits, direct and indirect, which should accrue. (28)

We have worked throughout on the basis of the third course, confident that on the one hand, we should not be submitting to the Court a scheme dissociated from past experience (however appealing to the eye) and perhaps equally remote from execution ; on the other hand, we should not be discharging our reference if we limited our view to timid expedients covering only the first years of post-war recovery. (29)

We have encountered numerous difficulties in adhering to our determination to produce a scheme both satisfactory as a design on paper and reasonably capable of realisation. Not infrequently, no perfect solution has been found ; we have also brought forward alternatives at some points. (30)

Drawing No. 1 is the comprehensive key plan of proposals to this Report expressed within the general framework of statutory practice. It is not, however, a statutory plan nor has it been worked out in the detail ultimately necessary when the principles suggested in it have been discussed and agreed. The subsequent drawings (except Drawings Nos. 2, 4, 4A and 5) are extracts or analyses of some ultimate effects—i.e., Drawing No. 3 shows the completed effect of the street system, Drawing No. 3A the nett area of land that must be acquired, while Drawing No. 3B is a diagram of the anticipated relative importance of the streets and their relationship to transport facilities. (31)

Drawing No. 2 is complementary to Drawing No. 1 in showing the limitations of height of buildings, and is also closely related to statutory practice. (32)

Drawing No. 4 (also No. 4A, comparable with No. 3A) gives our principal alternative suggestions, mainly affecting the ring route and the environment of St. Paul's Cathedral. We include Drawing No. 5 for its interest, although we are not in a position to recommend the route it shows for an Embankment ; it incorporates certain typical sections through the Embankment which are, however, of application to the other possible routes. (33)

The Drawings are supplemented by seven perspectives drawn by J. D. M. Harvey, B.A. No. 1 gives a comprehensive bird's-eye view of the scheme, as shown in Drawings Nos. 1-3B, while the rest present the effect of particular portions of proposals or alternatives. Apart from the bird's-eye views, the view point is that of the man in the street. (34)

War conditions have not permitted the inclusion of much additional matter which would have been relevant and useful. We reproduce five plates of historical interest and show a detailed street plan of the City in 1939, with eight sheets recording conditions which incorporate essential considerations to replanning. Of these, Plans Nos. I and III are reprinted from the 1936 Report, while Plan No. II is also from the same source extended to cover the whole City. While every endeavour has been made to record the facts accurately and to obtain precise reproductions, the original drawing or sources of information should be consulted in relation to any particular structure or delimitation. (35)

All the base maps are corrected generally up to 1939 ; the base-plate for Plans Nos. IA, IB, IC, IIIA, IV and V is a reduction from 1/1056 scale Ordnance Survey Maps brought up-to-date in 1939 (including street names and numbers) by the City Engineer's Department, by whom the various survey data have been assembled and the drawings prepared in accordance with our instructions. (36)

Magnitude
and aim of
reconstruction
project.

In presenting the preliminary draft schemes at the present time we are not unmindful that hostilities have not ceased and that until victory has been achieved we do not contemplate the stimulation of civil building for purposes that are not directly concerned with the war effort. We submit, however, that consideration of post-war reconstruction in the City must be directed primarily to facilitating and encouraging the resumption of normal commercial activity in the immediate post-war period. We believe that in the national interest trade and industry must be accommodated efficiently to regain markets and to provide for the demobilised men and women employment, new goods and houses. (37)

The major principles of our proposals are not new. The City's needs as a living organism require to be adequately met, without extravagance. The drawings represent a practical ideal which we feel that the Court will consider it a duty to foster. They delineate, however, an undertaking of great magnitude in proportion to the City's rateable value and in terms of building and engineering. (38)

PART II.

Use of Land and Height of Buildings Zoning.

Land Use.

In the 1936 Report, it was shown that the rate of redevelopment of City buildings was such that, apart from historic buildings, very few premises were more than eighty-five years old. The areas most affected by enemy action have been actually those where empty and obsolete properties were most frequent, the peace-time fire-risk greatest, and redevelopment was more imminent, while the area less affected has been that which consisted of buildings not more than thirty years old, designed and constructed on fire-resisting principles.

Age of existing buildings : Incidence of war damage.

(39)

In the same Report the characteristics of the use of buildings were carefully studied and it was clearly shown to what large extent the various commercial and industrial activities of the City congregated in well defined areas, creating specific commercial markets or exchanges and amounting substantially to a self-formed zoning system within the general market which is the City of London (see Plan No. I) ; "Insurance Plans of London," volumes 1, 2, 3 and 4, Chas. E. Goad, Ltd., corrected to November, 1935, provided most of the data.

Existing use of land : Self-zoning. Plan No. 1.

(40)

We are convinced that in guiding reconstruction in the City, the Corporation should have in the forefront of its plans the re-establishment of these specific market areas, generally upon the sites on which they previously existed or with such modifications as the replanning of major streets or the wishes of the traders themselves may demand. Where whole areas have been destroyed and in consequence whole trades driven from the City, it will be our first concern to ascertain how best we can serve the interests of those dispossessed consistent with modern planning requirements. It is to this problem among others that we wish particularly to address ourselves should the Court approve our general submissions ; it is also one in which we feel that so representative and informed a body as the City of London Reconstruction Advisory Council, with whom we have already conferred, can be of the greatest assistance.

Proposed use of land : Commerce and Industry. Drawing No. 1.

(41)

The proposed land utilisation plan (Drawing No. 1) is based on the one drafted for the statutory scheme, and assumes the existence of powers similar in broad principle to those of the 1932 Act. It provides for the grouping of commercial and industrial activities in a manner not unlike that which existed before the war damage. It will be noted that subject to existing use, no area is zoned primarily for residential accommodation ; applications for this, should they arise, could be examined on the basis of our observations below.

(42)

Whether or not the Corporation obtains and exercises powers of ownership in fee simple of the whole of the damaged areas on lines envisaged in Ministerial statements, we have had to review the possible trends of redevelopment. The greatest pressure, we anticipate and hope, will come from commerce and trade. To meet their requirements, the most speedy and economic building will consist of steel or reinforced concrete framed structures of eight to ten storeys, with one storey or more of basement. These will hold more persons per unit of site area than their predecessors and rapidly counteract the early shortage of space ; they will be sited prominently (from amongst the sites available) and most favourably to established public transport routes. Such buildings will thus primarily refill the frontages to main streets, offering superior and more extensive floor space than previously. Almost inevitably, back-lands will be slower to attract re-occupation and may suffer in value temporarily. Indeed, their appropriate use might become a serious problem, because if neglected they could have a detrimental effect on neighbouring new building while if let on short tenancies for temporary structures at low rentals the effect could be even worse.

(43)

It might therefore be advantageous to be prepared to allocate some definite areas for residential development which would—

Possible residential development.

(a) Accelerate the reoccupation of, and revenues from, the whole of the devastated areas, parts of which might otherwise remain long as derelict sites.

(b) Provide a certain relief to peak-hour long-distance travel between work and home.

(c) Be diverse in class, equipment and use. Some could be designed for business men, possibly associated with chambers or offices in the same or adjacent blocks, and contain club facilities. Others could be laid out for lower paid city workers, artisans, etc., with such communal buildings as might be desirable.

(44)

It should be borne in mind that such buildings would be steel or reinforced concrete framed and fireproof in construction ; should the demand for business accommodation exceed anticipation, sooner or later, changes of internal planning would not be impossible.

Areas which at the moment offer possibilities in this direction are in Cripplegate and towards the Tower of London; in the event of the larger Embankment scheme (Drawings Nos. 1-3B) being executed, there may be some suitable sites facing the river. The convenience and importance of this type of development are well known in relation to the chambers of the Inns of Court, while some recent buildings in Central London have been, it would appear, successfully designed and tenanted on these lines. In the City are several large activities—notably the Post Office, the Wholesale Markets and the Press—whose workers would be well served by the provision of living accommodation within easy reach at hours when transport is not readily available. (45)

In making these observations, we have none the less borne in mind the characteristics of the zoning proposals put forward in the County of London Plan for the boroughs adjoining the City. Pages 25-7 (particularly paragraphs 97 and 100) of that Plan suggest, in effect, limitation to the further industrial and business development of parts of Finsbury, etc., leaving the remainder for residential use. The limitation might tend to encourage such business to move into the City and thus reduce or eliminate the need to consider residential development here even on a temporary basis. The time factor, however, is important and any such pressure operating as a result of the County Plan (if its proposals should be incorporated in a statutory scheme) might not be evident for many years. (46)

Open space.

Another use, temporary in some cases and permanent in others, and either public or private, of suitable areas of land whose development is slow, might be as open space. Despite the wide distribution of disused burial grounds, many of which are neatly laid out and open to the public, the City has a relatively small area of open space, there being only 11.5 acres (excluding the Inner and Middle Temples) for the day population. Large parks can act as barriers to communication, whose disintegrating effect would outweigh their advantages in the City. We have had regard, however, to the great use to which Finsbury Circus Garden, St. Paul's and other large churchyards, Lincoln's Inn Fields, Victoria Embankment Gardens, Tower Gardens and some of the West End Squares are put by the day population who resort to them during the lunch hour. (47)

The County of London Plan (paragraph 181) recommends for the County a standard of one acre of open space for 10,000 day population; on the same basis for the pre-war City population nearly 40 acres extra or about 10 per cent. of the total building area would be required. As we view the matter at the present time, we hesitate to adopt any particular proportion but recognise the desirability of securing the highest standards of amenity that circumstances may permit or that may appear desirable, as in the case of the London Wall (paragraphs 96-8). We have also not overlooked their possible function as "fire-breaks" which would assist against a repetition of the disaster we have experienced so recently. We do not at this stage show any specific sites for the purpose. (48)

Wholesale Markets.

It is well known that the Corporation has long possessed Market Rights and owns a number of markets, three of which—Smithfield, Leadenhall and Billingsgate—lie within the City boundaries. Although carrying some retail trade (particularly at Leadenhall, which is an important shopping centre for the day population) they are mainly wholesale in character. In the words of the Report on Markets and Fairs in England and Wales, 1927 (Ministry of Agriculture and Fisheries), Part I :—

"Wholesale produce markets are a great convenience to the retail trade in that they enable the quality and price of large supplies of a wide range of commodities to be quickly compared and a selection made to the best advantage. They help to steady prices; they also help to ensure that prices are a reasonably fair reflection of the relation of supply and demand. Further, the concentration of produce at wholesale markets facilitates food inspection and other public health services and makes for speedy and economical distribution. Finally, a recognised wholesale market, the tenants of which may mostly be old-established firms, should give confidence to distant suppliers."

"Perhaps the most vital service rendered by a good market and good market practice is the creation of confidence, which is the foundation of trade. For confidence, in its turn, promotes enterprise, and successful enterprise increases production." (*ibid.*) (49)

The Corporation was a pioneer during the 19th century in the provision of up-to-date accommodation for its markets, having spent over £2,500,000 on the three named above. The buildings represented a great stride in market design, equipment, hygiene and control. Smithfield was outstanding for its construction over its own railway sidings with ramped approaches for road transport. (50)

These markets had a regional and even national importance in peace-time. The principal criticism levelled against them and other markets in Central London was the congestion caused by road vehicles.

"The congested state of London markets has been commented on by several bodies who have investigated them since the War, including the Departmental Com-



Mansion
House
Cheapside

Ring Route

Aldersgate Street

Fleet Street

Holborn

Charterhouse Square

St. John Street

Metropolitan and Southern Railways

Farringdon Road

Perspective by J. D. M. Harvey.
NUMBER 2.

Preliminary proposal for the Reconstruction of the City of London.

THE NORTHERN ARM OF THE RING ROUTE BETWEEN HOLBORN CIRCUS AND ALDERSGATE STREET.

Bird's-eye view from the north-west.

F. J. Forty, City Engineer.

mittee on the Wholesale Food Markets of London and the Linlithgow Committee. While the situation has now been eased by the reconstruction of Spitalfields and the provision of increased space at Billingsgate, there are still several outstanding instances of acute traffic congestion in and around London markets, in particular, Covent Garden, Billingsgate and the Borough. Smithfield and Spitalfields markets are surrounded by roads of ample width and are well planned, and in consequence do not suffer so severely from congestion. The causes of congestion, in the three cases mentioned, are narrow and busy road approaches, lack of space in and around the market (which gives rise to an added complication in the establishment of merchants' premises outside the market), and unsatisfactory planning in respect of market entrances and internal roads or avenues. None of the London markets is provided with mechanical appliances such as overhead runways for conveying goods from the streets into the market, and, generally, vehicles are unable to enter the market buildings. Large staffs of market porters are, therefore, necessary at the larger markets and, in some cases—Covent Garden and Billingsgate—goods have to be carried or hand-trucked for long distances. Market congestion not only increases the costs incurred in the delivery or collection of goods but occasionally results in perishable goods being delivered too late for the day's market, with consequent loss of value. Hindrance is also caused to non-market traffic." (*ibid.*, Part VI, 1930). (51)

We have not taken the view that the difficulties caused by markets should be solved by attempting to move them elsewhere in the London area, but have sought to assure the circulation of traffic generally, anticipating that at Billingsgate where market traffic parking on the ring route would be seriously detrimental to the value of the whole of the southern arm of the ring route, the replanning and extension of that market will eliminate parking of market vehicles in the main street. (52)

The future of the Wholesale Markets in the City owned by the Corporation involves matters of principle to which the Court has given attention on other occasions. We have conferred with the Committees within whose terms of reference they come. Smithfield Market does not affect the ring route, while the question of the effect of the plan as submitted upon the activities of Billingsgate Market as at present existing is under the consideration of the Billingsgate and Leadenhall Markets Committee. We feel strongly that the policy involved in regard to these markets generally should be determined at an early date as their position and development must seriously affect our final proposals.

"There is a tendency in some quarters to think that because markets are institutions of great antiquity and the rights under which many of them are held go back to the Middle Ages, they do not fit in with modern business and have little to offer to modern trade Both the older and the newer countries have, in fact, found that the old device of a market can still play an important part in the sale of agricultural produce, and that expenditure on making such markets efficient is well worth while. The capital already invested in markets in England and Wales runs into many millions of pounds, but fresh capital must be constantly employed, as business increases, to keep the markets up-to-date and worthy of serving the vast trade in agricultural products—home-produced, Empire and foreign—which is transacted in this country." (*ibid.*, Part I). (53)

We have reviewed from many angles the question of the treatment of the riverside between Blackfriars Bridge and the Tower of London. We recognise, on the one hand, the widely expressed desire for the embellishment of this part of London which is also a natural "lung" to the City (about 60 acres of the River are within the City boundaries); on the other hand, we know well the function and importance of wharves, warehouses and storage space in the day-to-day requirements of inner London industry and commerce. The Upper Pool between Tower and London Bridges is open to sea-going vessels and large modern unloading installations have been erected (and planned for extension) within the last ten years. We have come to the conclusion that we cannot recommend any interference with or interruption of riverside access east of London Bridge. To the west, between London and Blackfriars Bridges, the rival claims of utility and public amenity are more balanced, subject to not endangering navigation or tidal flow by encroachment of new constructions into the river bed. Our proposals concerning the Embankment route are discussed in Part IV. (54)

Riverside
uses and
Embankment
proposals.

Drawing No. 1, as the comprehensive key plan of proposals to this Report, shows the whole of the land not already used or proposed for streets zoned for the purposes most appropriate in our view to the future needs most beneficial to the several parts of the City. The purpose of zoning is to guide and stimulate desirable development (without, however, determining the actual siting of buildings discussed in Part III), to deter the undesirable and to exclude the obnoxious. It is designed to protect existing good qualities

Proposals:
Erection and
use of buildings
and use of
land.
Primary and
Secondary
zoning.
Drawing No. 1.

and amenities thereby assisting to maintain stability of values. Its ultimate effect should tend to enhance values provided the demand for a particular category of use is not appreciably less than the area allocated for it. This has been a matter of great concern to us and we have sought to arrive at an appropriate balance. (55)

The name of each zone indicates the category of use which is permitted by the scheme: this is the "primary" zoning or area of "free entry" to the uses set out in Column 1 of the table below. With the consent of the Court, and only with that consent, certain other types of use can be brought in; this "secondary" or "permissive" zoning permits flexibility to meet varying circumstances and demands. There is a third class of building, usually limited to certain types of industrial building unsuitable by reason of their obnoxious fumes, effluent, etc., which are forbidden or only allowed under special safeguards. (56)

Changes in class of use without essential structural alteration come within the same general control; this is a matter on which, we understand, attention has also been focussed in relation to fire risk and it may be to the common advantage to consider more closely at the proper time whether stricter control should be exercised either under new planning or other powers. (57)

Briefly, the purposes for which buildings may—

- (i) be erected and used without the consent of the Common Council;
- (ii) be erected and used only with the consent of the Common Council;
- and
- (iii) not be erected and used

in each of the use zones specified in the following table are shown in columns 1, 2 and 3:—

| Use Zone. | Purposes for which buildings may be erected and used without the Common Council's consent. | | | Purposes for which buildings may be erected and used only with the Common Council's consent. | | | Purposes for which buildings may not be erected and used. | | |
|----------------------|--|-----|-----|--|--|--|---|--|--|
| | 1 | | | 2 | | | 3 | | |
| Special Business ... | Offices | ... | ... | Buildings other than those referred to in Column 1 or 3. | | | Special industrial buildings. | | |
| General Business ... | Offices, business premises, shops. | | | Buildings other than those referred to in Column 1 or 3*. | | | Special industrial buildings. | | |
| Commercial ... | Offices, business premises, shops, light industrial buildings. | | | Buildings other than those referred to in Column 1 or 3. | | | Special industrial buildings. | | |
| Undetermined ... | — | | | Any buildings. | | | — | | |

*Applications for Industrial Buildings to be advertised, and objections, if any, considered by the Common Council.

"Office" means a building primarily used or intended for use for any administrative, clerical, professional or similar purpose, in which no trade or manufacture is carried on and in which no goods are stored, processed, prepared for sale, or sold;

"Business premises" means a building designed for use or intended to be used as a warehouse, depository, store, stockroom, saleroom or exchange where goods are sold or exchanged in bulk or by sample, or a building designed for use or intended to be used for the purpose of carrying on wholesale trade, or for other business purposes, and includes an industrial building on the same premises and *ordinarily incidental* to the conduct of the business thereon, but does not include a building designed for use as a shop, office, petroleum filling station, industrial building, light industrial building or special industrial building;

"Shop" means a building designed for the purpose of carrying on retail trade, not being a special industrial building nor a petroleum filling station, and includes an industrial building on the same premises and *ordinarily incidental* to the conduct of the retail business thereon;

"Industrial building" means a building, other than a special industrial building, designed for the use or intended to be used as a factory or a workshop within the meaning of the Factories Act, 1937, and includes any office or other building within the same site, the use of which is incidental to or such as would ordinarily be incidental to the use of such factory or any workshop or workroom occupied or used whether by one or more persons;

“Light industrial building” means an industrial building (as defined above and not being a special industrial building) in which no process is carried out or machinery installed or used to which objection is likely to arise by reason of the emission of noise, smell, dust, fumes, smoke, soot ash, grit or gritty particles ;

“Special industrial building” means a building designed or intended to be used for the purpose of carrying on any industry, business, trade, process or work included in certain of the classes which are controlled by the Public Health (London) Act, 1936, and which would be set out in a Schedule attached to the final Scheme. They are generally industries processing certain kinds of chemicals, putrescent or other materials which have obnoxious gaseous or other effluents detrimental to the well-being of an area like the City. (58)

It will be recognised that the area of which the Bank of England is the effective centre is shown as “Special Business,” which provides the maximum safeguards to the continued proper operation of this part of the City. The greater part of the rest of the City and all main street frontages are proposed as “General Business,” consisting of business premises, shops, etc. The “Commercial zone” includes warehouses, stockrooms, workrooms, etc., and it covers the Wood Street district and some similar areas ; in the 1936 Report, it was observed that there was a tendency for office buildings to be replacing warehouses, causing a reduction of area devoted exclusively to the latter. Should the tendency continue or accelerate, the zone permits this to happen without hindrance. The hinterland to Fleet Street is almost exclusively devoted to the press and printing trades which are light industrial in category and that area can be zoned similarly. The River is classified as “Undetermined,” which has the effect that no building can occur over the foreshore without the consent of the Court ; any application in this part would doubtless be considered in consultation with the Port of London Authority. (59)

Effects of
proposed
zoning.

The railways and other statutory undertakers, as well as Crown lands, are for the present purposes, included in the zones in which they fall. We appreciate (as we emphasise in Part I) that they have independent responsibilities ; equally we prize their function and value in the City and anticipate improved and greater facilities from them ; the intention of our drawing is to show how we suggest the land occupied by them could be best used if any part of it should cease to be occupied for their undertakings. This is, therefore, a safeguard in the City’s interest against what can normally be regarded as a remote contingency, and one to which the owners may, we feel, not be averse to agree. The only simple alternative would be the complete exclusion of such lands, which would be a policy contrary to general practice, to the direction of most recent legislation, and to the creation of a comprehensive scheme. The same principle applies to such buildings as St. Bartholomew’s Hospital and the City churches ; for ease of identification only, the latter with other buildings of historic and artistic interest are distinguished by a separate colour. (60)

We have given no special location for schools. Apart from the City of London School for Boys, the City of London School for Girls and the Mercers’ School, a number of elementary schools exist as well as institutes and other places for technical instruction and higher education. The existing buildings may continue but if the occasion arises for re-siting and rebuilding (particularly of the elementary schools) we are confident that suitable arrangements can be made within the general framework of our zoning proposals. (61)

It is important to recollect that zoning applies only to *new* uses and buildings and does not involve compulsory changes to existing conditions ; existing uses (unless already under statutory licence) may continue uninterrupted except that the Planning Authority pays compensation for enforcing a change or present legislation is amended. (62)

Adherence to the clauses controlling height and coverage (outlined in the succeeding pages) is, of course, necessary in addition to the whole of the foregoing. (63)

The suggested future street system in Drawing No. 1 is coloured in such a manner as to distinguish broadly between the existing widths (in burnt sienna and yellow) and the additions by way of widening or new streets (in red). (64)

Existing open spaces, whether private or public, and including disused burial grounds, are shown green. Specific proposed extensions of open space such as along the newly exposed London Wall and to the south-east of St. Paul’s Cathedral are shown as “hatched” in green, and also in red where the acquisition of private property is involved. The actual surface finish would naturally depend on the situation. (65)

It will be noted that we have shown the Inner and Middle Temples to be the subject of agreement with the owners ; we also refer in Part III to this matter. (66)

The zoning is extended beyond the City boundaries where the ring route is affected ; this generally blends with that shown on the County of London Plan, 1943, and, in conjunction with the street works involved (Part IV), would be subject to consultation with the London County Council. (67)

Height and Coverage of Buildings.

Existing
height of
buildings.
Plan No. II.

The general height of buildings in the City prior to the war was under 70 ft. with many under 35 ft. high (see Plan No. II; data from the same maps by Chas. E. Goad, Ltd., as Plan No. I). Few buildings in the area destroyed by enemy action exceeded four storeys above ground level; many of the sites affected had been developed as small and sometimes subdivided units. Modern construction to the height limits of the London Building Acts, subject to proper angles of light and air, and using steel or concrete frames would permit an increase of floor space of at least one-half as much as existed before. It is important to recognise this in view of the demand for sky-scraper buildings, which, beyond a limited point, create more difficulties of traffic congestion, services and circulation than they eliminate. (68)

Basis of
proposed
height control.

Since the City merges into the County without any marked difference of user on the boundaries, regulations should, while respecting the special conditions reigning in the City, not be contrary to or conflicting in broad principle with those formulated by the Planning Authority of the adjacent area. This was the basis upon which we worked from 1936 onwards in drawing up clauses within the powers of the 1932 Act. Height of buildings is one of the foremost factors in determining development; in conjunction with coverage and location, it is also a decisive element in land values, and has a strong bearing on traffic intensity and street widths. (69)

Effect of
existing
proposed
clauses.

We have observed the benefits of suitable height control from which reasonable conditions of natural light and air can be obtained. We have always recognised that the draft proposals we published in 1939, circumscribed by the limits of the powers under which we worked, were not up to the standards obtainable in areas not already so densely developed. We have, however, been gratified by the co-operation which owners and their architects have extended to us in pre-war development to secure well lighted and healthy buildings in replacement of those that did not accord with reasonable standards in either respect. We have every confidence that in post-war design, this co-operation will continue to the advantage of both those who work in the City and those who pass through its streets. (70)

Possible
further powers.

A case can be made for further powers in relation to height control of which the most important might be one to require an owner to build—not merely within certain limits, as now—but up to the limits prescribed, as is not uncommon for a freeholder to demand from a building lessee. This would ensure the economical maximum use (both for buildings and open space) of all sites and services, and lead to more harmonious street architecture when allied with sympathetic handling of exterior building materials. (71)

Principles of
control of
height and
angular
set-back.

Drawing No. 2.

The principles of the Corporation's control as at present exercised can be summarised as follows, the zone of each limitation being shown on Drawing No. 2 :—

(i) Limitation of overall height to roof on top storey to the same extent as the London Building Acts, *i.e.*, approximately 100 ft. throughout the City except in the St. Paul's area and over 100 ft. in exceptional cases by special consent and consultation with the London County Council as the authority for the London Building Acts.

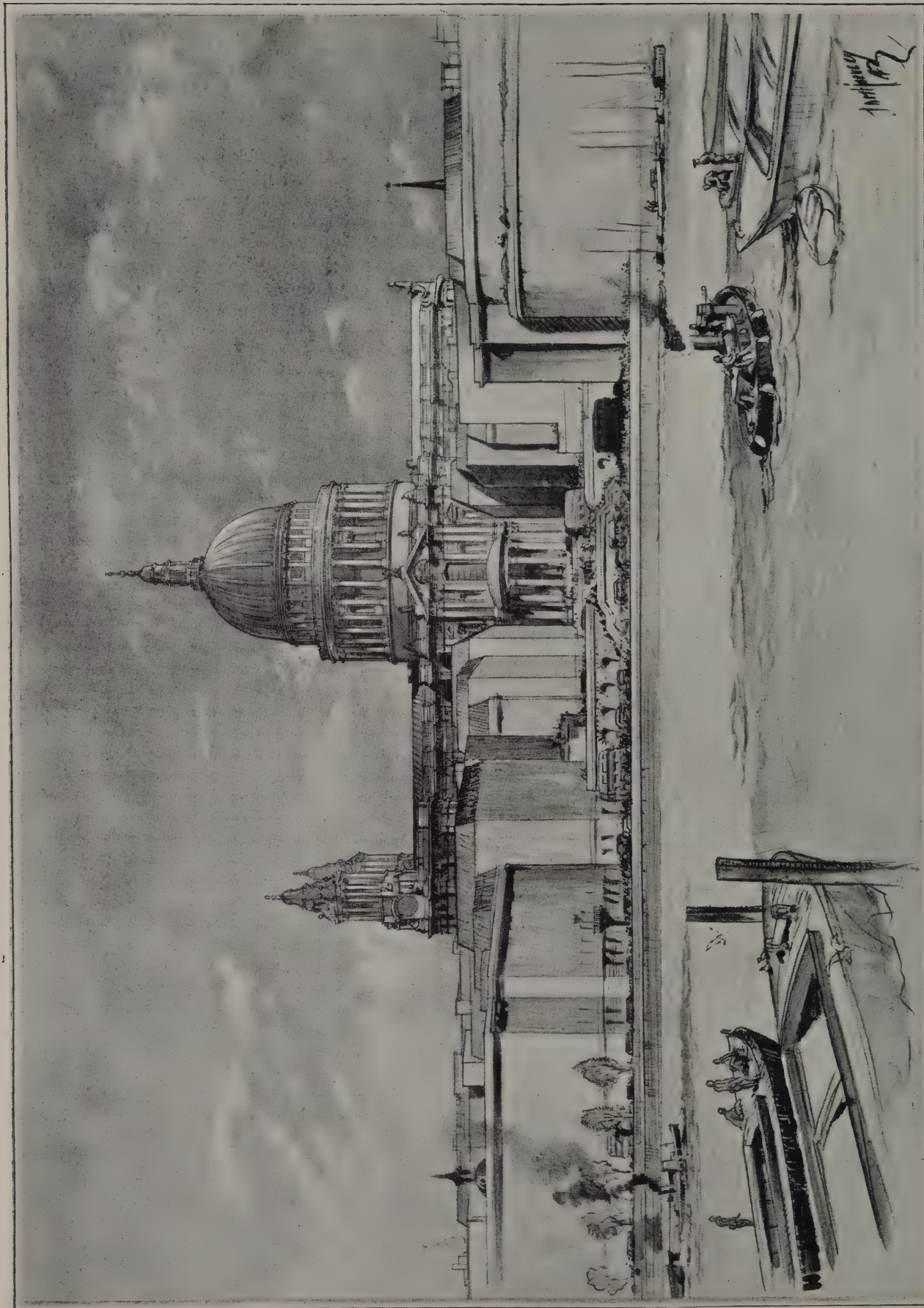
(ii) Limitation of street height of elevation from ground level to cornice (or wall-head) in relation to street width, and angular limit of set-back thereabove; there are two zones for this—(i) in the central area, where the sheer height permissible is twice the street width, with $63\frac{1}{2}^\circ$ set-back, (ii) in the rest of the City, where the sheer height permissible is one and a half times the street width, with 56° set-back. In both cases, the 80-ft. cornice limit of the London Building Acts is effective. In the St. Paul's area, special cornice limits are defined.

(iii) Limitation of light-wells (whether enclosed on all sides or not) to an angle of $63\frac{1}{2}^\circ$ from first floor slab level throughout the City. (72)

Preservation
of the views
of St. Paul's
Cathedral.

It is worthy of mention that in the before-mentioned Report of 1936 it was stated that :—

“ However much is undertaken by the Corporation of the City, if they decide to prepare a Town Planning Scheme, no part of it could receive more public gratitude and support than those measures which would effectively assure the preservation of the architectural domination and distinction of St. Paul's Cathedral in the panorama of central London. Every capital city has a characteristic silhouette punctuated by features of precious value in sentiment to its people. The march of progress and human ingenuity, inevitably if imperceptibly, remodels this, yet certain landmarks survive unaltered. Such is the Dome of St. Paul's.” (73)



Perspective by J. D. M. Harvey.
NUMBER 3.

Preliminary proposals for the Reconstruction of the City of London.
EYE-LEVEL VIEW OF ST. PAUL'S CATHEDRAL FROM THE PROPOSED EMBANKMENT ON THE SOUTHWARK
SIDE OF THE RIVER.

This drawing shows the City Embankment as suggested on Drawings Nos. 4 and 4A. The Embankment shown on Drawings Nos. 1, 2, 3, 3A and 3B would continue the line of the river wall (as drawn above) to the east at least as far as All Hallows Lane, as illustrated in Perspective No. 1. The buildings are developed to the maximum heights permissible under the proposed Overall Height Control for the preservation of the view of the dome, campanile and cornice line of the Cathedral (see Drawing No. 21).

F. J. Forty, City Engineer.

Happily up to the present time this distinguished feature has escaped comparatively serious injury. The detailed planning of the immediate environment of the Cathedral is discussed in Part III. Important to London as a whole, symbolically and architecturally, is the preservation of the Dome as a dominant landmark. To attain this, some measure of special overall height limitation below that of the London Building Acts is necessary between the Cathedral and the River Thames. Drawing No. 2 shows the extent of the area of the control necessary which is designed as a sloping plane (defined in 1938 in co-operation with W. Godfrey Allen, F.R.I.B.A., Surveyor to the Fabric of St. Paul's Cathedral) beyond which no part of any building may project. It is represented on that Drawing as a series of flat planes of height of building above ground level, which perforce vary partly on account of the view-points considered and otherwise because of the falls in the ground itself towards the river front. Perspective No. 3 shows the effective view at eye-level from the proposed Embankment on the Southwark side. With the exception of a few existing buildings already exceeding the proposed limits (whose rights are safeguarded by existing legislation), no special hardship would be suffered by perpetuating a degree of limitation less than that allowed by the London Building Act, although generally in excess of the existing heights where the latter are not disadvantageous to the views in question. (74)

The principles of the Corporation's control of coverage as at present exercised can be tabulated as follows :—

Principles
of coverage
control.

Commercial and all uses other than residential.

Residential.

| | |
|---------------------------------|----------------------------------|
| Up to 16 ft. above ground level | Up to 40 ft. above ground level. |
| 100%. | 50%. |
| From 16 ft. to 40 ft. | From 40 ft. to 60 ft. |
| 90%. | 45%. |
| From 40 ft. to maximum height. | From 60 ft. to maximum height. |
| 75%. | 40%. |

(75)

These factors are constant throughout the City and therefore no drawing thereof is given. They may appear high, but as in the case of height control, they were determined within the statutory limits likely to be acceptable to the responsible Minister as not reasonably subject to compensation. They are exercised jointly with angular set-back control and every building must comply with both sets of requirements. Should "mixed user" arise—for example, offices and shops on the lower storeys, with flats or hotel above—coverage control applies to each use separately and not to the predominant use. (76)

If post-war legislation amends codes of building practice, particularly in regard to elimination of fire dangers (see paragraphs 48 and 183), it is possible that the detailed application of the above measures on height and coverage may require revision, although we do not foresee any major alteration of principle unless the present liability for payment of compensation by the planning authority be amended in relation to existing cubic content and floor area on each site considered separately. (77)

Accommodation and Day Population.

We explained in Part I our approach to our present task and our recognition of the very real relationship existing between the City and London as a whole. From the above observations and proposals on height control it could reasonably be maintained that if the whole of the damaged area and those further parts affected by the ring route were rebuilt to the maximum height for commercial use, the day population might attain nearly 800,000. Our past experience in the City does not however lead us to confirm this. The eighty feet height limit (with two attic storeys) has been the statutory maximum for the City and the County of London since about 1890. The diversities of ownership, use, position, demand for floor space, etc., have been such that, even in the Central area including the City, owners have not everywhere exercised their full rights. (78)

Extent of
possible
post-war
commercial
accommodation
and day
population.

Such an additional concentration of day population beyond the pre-war approximation of 500,000 could probably occur only if :—

(1) The amount of business transacted and the methods of administration practised required the employment of such numbers of persons in close proximity.

(2) The public transport could convey such numbers speedily and cheaply from their widely distributed homes to the centre.

(3) (a) The ratio of persons in the London area employed in the City increased much beyond previous proportions or (b) the total population of London increased considerably against the general sense of the findings of the Barlow Report. (79)

The use of modern buildings, adequately equipped and furnished should allow of a greater business capacity with the same population as pre-war and thus the replacement of the same area of floor space as that destroyed should alone provide the opportunity for

greater commercial and industrial activity. This area of floor, by up-to-date building methods, can be provided on appreciably less than the original site area, and therefore arises the question we have already discussed of entertaining the introduction of residential or other use, including additional areas of open space. (80)

Pre-war
empty
property.

The fluctuations in the percentage of empty properties has sometimes been taken as one of the indices of the attractiveness or prosperity of an area. The relevant data available are in two forms—(a) total rateable value and (b) the number of assessments. In an area like the City, values are high in comparison with those in other parts of London, and also vary widely ; furthermore, single buildings are frequently subdivided and each part is separately assessed and therefore the form (b) can be misleading. Up to the outbreak of war, “empties” in the City were generally higher than in other parts of Central London (see Report of the Assessment Committee on the Quinquennial Valuation, 1935). They were most concentrated in areas containing older and smaller properties, ill-suited to the needs of modern businesses ; it is largely these areas which have been destroyed by enemy action. It is, however, likely that “empties” would increase (possibly with detrimental effects on the value of occupied properties) if commercial floor space were built substantially surplus to the demand of potential tenants. (81)

PART III.

Buildings and Amenities.

Siting of Buildings.

The City experienced a busy period of rebuilding between 1920 and 1930, mainly on land of the very highest value. At the same time, equal activity was apparent in other parts of Central London, and it continued in certain parts up to the outbreak of this war. Large businesses (particularly those which have been associated with the newer industrial processes) and administrative bodies have inclined to selecting sites which were easy of access to both pedestrian and vehicular traffic and allowed some degree of display or dignified setting. This tendency was apparent in various parts of the West End, Bloomsbury and the River frontages; bridgeheads, squares, major junctions and wide routes provided favoured sites. The City could offer few such opportunities, partly because of the narrowness and comparative inaccessibility of some of its streets and partly because of the prolonged and complicated negotiations necessary to purchase with vacant possession a large area from a number of freeholders, some of whose interests might be small in proportion to the whole. A private body without powers of compulsory acquisition or of requiring a dispute as to terms, etc., to be settled by an arbitrator could experience much difficulty in purchasing at a fair price unexpired leases and other interests, some from owners who might not be interested to sell or see a benefit in redevelopment. (82)

Building development and selection of sites.

If the County of London Plan or any similar scheme is substantially carried out, there will become available even more sites than before of prominence, accessibility and distinction. We equally have kept in mind the need for our proposals to contain the elements of boldness and attractive siting for buildings which should invite the large-scale entrepreneur and to no less extent the individual trader wishing to establish or re-establish himself in the City. We cannot, however, put forward detailed suggestions at the present time since these depend largely on the degree to which a planning authority may be enabled to acquire, unite and reallocate, or sell or lease land beyond the minimum needed for street improvements. (83)

Environment of St. Paul's Cathedral.

We have already referred in Part II to the measures in operation before the war for the preservation of the views of the Dome of St. Paul's Cathedral as a feature of the skyline of central London. The longer distance views from Hampstead, Highgate or Greenwich, are secured by the contours and general control of height. There remains the study of the detailed treatment of the immediate environment of the building itself. (84)

In the Report of the City Engineer (F. J. Forty, B.Sc., M.Inst.C.E.), of the 10th July, 1942, submitted by the Special Committee to the Court, criticism was voiced of the subordination of all other matters in the City reconstruction plan as put forward by the Royal Academy Reconstruction Committee to the monumental treatment of the environment of St. Paul's. It still appears to us unpractical on a wide variety of grounds to advocate such a treatment on any extensive scale. (85)

The Cathedral stands on one of the two principal eminences within the City, with a forecourt in the west and a comparatively small area of churchyard round the sides and east end, bounded by streets heavily laden with traffic except on the north side which is barred against through-traffic. The whole site was, until the war, hemmed in by buildings, devoted mainly to the soft goods trade on the south and east side; on the north side are some long-established shops with the book trade predominating at the rear in streets bearing such familiar names as Paternoster Row, Ave Maria Lane and Warwick Square. From the Ludgate Hill approach, the architectural composition of the portico flanked by the beautiful campaniles and crowned by the dome, slowly reveals itself—a stately pile contrasting with the informal curvature of the rising street. The blackened lead spire of St. Martin's is a delicate foil to the massive dome and the silvery weathering of the Cathedral's stonework. (86)

Existing conditions.

Between the extremes of permitting the pre-war congestion to be re-created and of subjecting the whole vicinity to a rigid classicism of layout in which the cathedral itself would be but a large-scale incident, we have felt there lies a reasonable compromise and have therefore directed our attention to this end. We cannot, however, stress too strongly that on this subject we are presenting only one of many possible designs. We are touching upon an area of such wide interest that the Court may well decide that the ultimate solution should be determined by means of a competition, open possibly, to the whole Empire. We make no recommendation, therefore, at the present time, beyond submitting schemes to illustrate the principles set out below which we consider should be an integral part of any treatment:—

Possibility of open competition for ultimate lay-out.

Proposed
principles of
lay-out.

Drawings No. 1,
2, 3, 3A and 3B.

Drawings Nos. 4
and 4A.

I. The Cathedral should be less encompassed by buildings than it was, particularly on the south, east and west sides ; the building lines should be defined so as to create a quiet formality, without forced symmetry, at sufficient distance to provide a larger forecourt in the west and a wider stretch of greensward surround on the south and east. The buildings should have a cornice at about 60 ft. above ground level and a uniform skyline, with the fenestration and the materials of the elevations determined for their harmony with each other and with the Cathedral. The Deanery could remain, softening the general formality by its asymmetrical position, or it could be rebuilt as an integral part of the new surroundings.

II. The general form of Ludgate Hill approach should be retained, subject to widening to 80 ft. in order that the full composition can be seen at a greater distance down the Hill than at present. This route must, in the general pattern of London, remain the principal ceremonial and everyday approach to the Cathedral. The effect of this proposal is clear from Perspective No. 5 ; the possible future of the Southern Railway Viaduct is discussed in paragraphs 146-8.

III. A view of the total height should be obtained from both the north and the south opposite the porches under the dome. That from the south should be open from the River front, and by an appropriate treatment of the approach levels, the sense of the Cathedral's domination should be enhanced. That from the north should be an additional approach for pedestrians and the completion of the distant but subtle prospect obtained from Little Britain. The north side of the Cathedral need not be exposed for any substantial part of its length since its orientation precludes the play of light and shadow, while the weathering of its masonry has not accentuated its architectural detail so successfully as on the other elevations.

In regard to the south view, neither levels, existing street pattern and buildings, nor direction of the axis of the transept in relation to the River front, facilitate a simple design. We present a scheme which is axial with the transept as far as the south side of Queen Victoria Street, where the axis is changed in direction to be at right angles to the foreshore ; the change in direction is overcome architecturally by the treatment of the site between Queen Victoria Street and the north side of Upper Thames Street. Although not entirely orthodox and symmetrical in plan, it would, we believe, be successful from most aspects, despite the fact that traffic must continue to run across the view in three places—St. Paul's Churchyard (south side), Queen Victoria Street and the proposed Embankment. Perspective No. 3 is set up to illustrate the view from eye-level on the proposed south Embankment, and demonstrates both the extent of Cathedral visible and the effects of height control to ensure the preservation of the view of the dome and cornice.

The alternative axis which could be taken is one at right angles to the foreshore ; to obtain a view equal to that shown, the College of Heralds (parts of which date from the 17th Century) and at least one large modern steel-framed building would have to be demolished ; other heavy framed buildings in the immediate vicinity would be exceedingly difficult to bring into conformity with such a scheme. We therefore present no drawing of this.

Both approaches demand formal but subdued architectural treatment and careful selection of elevational materials.

IV. We present four schemes affecting the east end and the prospect from that direction, two of which concern the possible position of the street skirting the churchyard. Drawings Nos. 1, 2, 3, 3A and 3B include a block of low buildings on the west side of the street to act as a "buffer" between the traffic and the Cathedral ; the alternative on Drawings Nos. 4 and 4A shows the space between the street and the apse open except for tree planting, etc.

The other two schemes on the same Drawings concern the possible main east-west route, along which one of the best asymmetrical compositions of the whole building can be gained. Drawings Nos. 1, 2, 3, 3A and 3B indicate Watling Street widened only to 30 ft. and Cannon Street retained as the route of superior importance. This involves widening Cannon Street on the north side towards the west. The survey of views of the Dome by W. Godfrey Allen, F.R.I.B.A. (November, 1934), from which Plate D is reproduced, shows pre-war conditions at this point ; the whole of the buildings on the right-hand half of this photograph would curve rapidly to the north if Drawings Nos. 1-3B were carried out, leaving the whole Cathedral open to view (Perspective No. 4A). The alternative scheme on Drawings Nos. 4 and 4A shows Watling Street widened to 80 feet with St. Augustine's Church in the foreground emphasising the scale of the Cathedral ; this would be a new feature of the City, with, however, a strong utilitarian basis in providing a new street and frontages. (Perspective No. 4).

Plate D.



VIEW OF ST. PAUL'S CATHEDRAL FROM SOUTH SIDE OF CANNON STREET, AT CORNER OF FRIDAY STREET.

Reproduced from an original plate in the Survey of the Views of St. Paul's Cathedral, accompanying Report by W. Godfrey Allen, F.R.I.B.A., Surveyor to the Fabric of St. Paul's Cathedral, 1934.

The proposals shown on Drawings Nos. 1, 2, 3, 3A and 3B eliminate the whole of the buildings on the north side of Cannon Street between the Cathedral and Ward's Irish House and provide an oblique view of the whole of Wren's composition. In the alternative proposal on Drawings Nos. 4 and 4A, the buildings along the street would be re-erected (subject to Special Overall Height Control) and the principal view of the Cathedral and Dome from the east would be more axial and obtained from the widened Watling Street illustrated in Perspective No. 4.





Preliminary proposals for
Reconstruction in the
City of London.

EYE LEVEL VIEW OF
ST. PAUL'S CATHEDRAL
FROM SOUTH SIDE OF
CANNON STREET
(WIDENED ON NORTH
SIDE) AT CORNER OF
FRIDAY STREET.

This drawing, made from the point at which Plate D was photographed, shows the proposals on Drawings Nos. 1, 2, 3, 3A and 3B, in which the frontage of the buildings on the north side west of No. 11, Cannon Street (Ward's Irish House, see Plate D) is proposed to be curved northwards to obtain the full oblique view of the Cathedral from the south east. Watling Street would be widened only to 30 feet. The Church of St. Augustine (assumed to be restored) would contrast with the scale of the Cathedral: north of the church a buffer of low buildings would separate main street traffic from the Cathedral precincts. The improved spaciousness of setting of the Cathedral would be appreciated by proceeding west along Cannon Street.

Perspective by J. D. M. Harvey.



Either treatment of the street passing the apse can be combined with either of the east-west street proposals. In whatever solution is ultimately adopted, skyline, cornice levels and materials should receive careful study. (87)

We believe that within the general sense of the foregoing, a dignified environment to the Cathedral could be obtained without challenging the essential tradition and character of the City, or involving high expenditure on the removal of modern buildings. None the less, considerable acquisition of sites would be necessary, as in every other case where improvement is proposed. (88)

Churches and Historic Buildings.

Besides St. Paul's Cathedral, the churches and other monuments of architectural and historic distinction such as Guildhall, the Mansion House, Halls of the Livery Companies, etc., are precious heirlooms. The sites of City churches are respected, and where possible, the buildings themselves, whether undamaged or not, are given a prominence which they rarely enjoyed in the past. Their environment should be redeveloped in a manner sympathetic to and, as far as possible, in scale with them. (89)

"With the privilege of possessing such buildings goes the responsibility of their care and protection. Many of them are examples of architecture that have set the keynote to a whole period of building, but might, by virtue of their age, have outlived their purpose; but they are to-day actually forming the background to both local and national life as suitably and effectively as at the time they were erected. They are, indeed, no dead 'museum-pieces' preserved only for the sake of their past glories." (1936 Report). (90)

We do not overlook the fact that some of the City churches were set on sites hemmed in by buildings of domestic scale, with the towers and spires designed as staccato accents in a skyline of tiled roofs or as a light fantasy in an otherwise prosaic corridor of brickwork and windows. The plans were frequently irregular and a challenge to architectural ingenuity. Their other interest and attractiveness lay in the interior treatment; the external walls and roofs were often only shells which, if they remain exposed as now, will require careful treatment to give dignity without detracting from the main interest of the towers and spires; their environment will almost inevitably be of greater scale than before. In some cases, some character may be given where none could exist before. Many people have observed the new aspect which St. Stephen Walbrook presents—its tower and turret intact, surmounting a light grey roof with overhanging eaves and tiled ridges; the whole church lends fresh distinction to its surroundings. (91)

Reconstruction
of the City
churches.

Certain churches, should they be rebuilt or restored, might provide accommodation for the manifold contemporary social activities of the Church. These are matters for which we have felt a keen sympathy. We have discussed the problem generally with the Bishop of London's Commission, and submit this feature of our proposals in such a manner as to allow for a wide variety of detailed solutions, dependent on local circumstances and needs. (92)

Some of the buildings listed by the Royal Commission on Ancient Monuments, 1929, have unfortunately been destroyed. Those that remain are therefore doubly precious and should equally be guarded against loss of amenity. (93)

Disused burial grounds are protected from any development except for ecclesiastical purposes by the Disused Burial Grounds Act, 1888. They are numerous and widespread retreats in the City providing a contrast of texture and colour to the buildings around them. Most of them are open to the public. In our plans as few as possible are affected except where major traffic factors dictate; at certain points, other land is added in the vicinity so that no loss but sometimes improvement results. (94)

Disused burial
grounds.

The Inner and Middle Temples are oases of quiet beauty in the west of the City which have suffered serious damage. They are under the control of the Benchers who will doubtless confer with the Corporation when their reconstruction plans have reached the appropriate stage. We make no proposals affecting this area, since the Minister of Town and Country Planning is himself dealing with certain aspects of its rebuilding under a Special Order. (95)

Inner and
Middle
Temples.

Of other architectural traces of the City's long past, enemy action has served to expose one monument to an extent to which it cannot have been seen for many hundreds of years, namely, the London Wall, in the north-west part of the City. There stands to-day, mainly above ground level a stretch of the Town Wall, including three bastions, from Falcon Square to St. Giles Cripplegate churchyard and then turning eastwards as far as Aldermanbury Postern. Except for a small stretch next to the churchyard of St. Giles and on the north side of the churchyard of St. Alphage, the whole of this Wall was incorporated in buildings on either side. (96)

Old London
Wall.

This is an unequalled opportunity to purchase (the wall and property being, for the greater part, privately owned at present) and preserve for all time a major trace of the historic past. On Drawings Nos. 1, 2, 3, 3A and 3B is shown a scheme involving as little acquisition as possible but still retaining the most interesting views of the Wall between the churchyard of St. Giles and Falcon Square. On Drawing No. 3B a suitable position for a car-park or multi-storey garage is indicated closely associated with the ring route. The alternative proposal (as in Drawings Nos. 4 and 4A) would maintain its present degree of exposure by acquiring land on either side which could be laid out as open space, with some part possibly devoted to car-parking without detracting from the general panorama envisaged. (97)

We have appreciated the interest and assistance given by the Ancient Monuments Department, Ministry of Works and Buildings in the temporary protective works which the Court authorised to the portions of the Wall exposed as a consequence of enemy action. (98)

Reconstruction
of Guildhall
and Offices.

The reconstruction of Guildhall and its offices is already, at the direction of the Court of Common Council, under the consideration of another Committee, and we need only express the view that, in whatever form it is ultimately effected, the site should have dignified approaches and a suitable environment for which we have endeavoured to allow. Other historic buildings such as those of the Halls of the Livery Companies which have survived damage are carefully studied and, where possible, proposals are formulated to enhance or maintain their distinction. (99)



Perspective by J. D. M. Harvey.
NUMBER 4.

Preliminary proposals for the Reconstruction of the City of London.

EYE-LEVEL VIEW OF ST. PAUL'S CATHEDRAL FROM THE EAST.

This drawing shows the proposals on Drawings Nos. 4 and 4a, with Wadling Street widened to 80 feet. The Church of St. Augustine is assumed to be restored. A buffer of low buildings (shown on Drawings Nos. 1, 2, 3, 3a, and 3b) at the east end of the Cathedral and adjacent to the north of the church could be inserted without detriment to the general effect of this view.

F. J. Forty, City Engineer.

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PART IV.

Traffic.

Streets and Vehicles.

The war-time free flow of traffic has tended to under-emphasise the problem of congestion in London. We have approached this aspect of our task on the basis that street traffic will, of necessity, regain its former importance. In the 1936 Report, we note :—

Pre-war
congestion.

“ In order to ascertain the true character of our difficulties it is necessary to examine the needs and behaviour of traffic in the Capital as a whole. Although traffic approaches in some degree from all sides, it tends to concentrate into a few well-defined channels. These latter, as they converge on the centre, resolve themselves into North-South, East-West routes. Most of the major improvements undertaken during the nineteenth century—Regent Street, Charing Cross Road, New Oxford Street, Holborn Viaduct, Embankment and Queen Victoria Street—are a fundamental expression of this. The magnetism of London, both as a business and a pleasure centre is the obvious cause of this concentration. The congestion which ensues is not entirely due to the actual volume of traffic, but also to the varying attractions and social habits which, acting without regard for each other, involve abnormal concentration at certain points which has repercussions elsewhere in the transport system. Within the City itself, the rhythm of the traffic flow necessary to cope with the requirements of local business and workers is probably more constant than anywhere else in London ; but in the adjoining West End, theatres, cinemas, shops (and their periodic sales), major social functions, the holiday season, etc., cause irregular and uncertain variations which react on the rhythm elsewhere.

“ There is, however, more than the one rhythm of daily flow. Regular variations occur during the year, and over all is the factor of constant increase of volume. From the statistics of the Metropolitan and City of London Police Census of Traffic, taken every three or four years since 1904, it appears that there has been an increase of 60 per cent. in the City in 30 years.” (100)

We reproduce from that Report the present Plan No. III which “ indicates the volume of flow of traffic along the main routes in 1904 (evidence before Royal Commission on London Traffic, 1905) and in 1935 (Census of Traffic, City of London Police, supplemented by some special counts). The increase and distribution have not appreciably altered during this period, except in the one striking case of the Embankment—the facility of which has only slowly been discovered by traffic. This stretch of road is notable for its freedom, in part due to its riverside position, from intersection with other main routes, giving an uninterrupted run of a mile between the West End and the City. The possible efficiency of many of the other main arteries which, at their present width, are more than adequate to take existing traffic, is reduced to the existing intolerable level by the frequency of intersections. Control lights and one-way streets are but palliatives to the proper solution—a well-considered street system.” (*ibid.*) (101)

Pre-war traffic
flow :
Plan No. III.

Later, from the same chapter on Traffic, we have been reminded of the benefits which have accrued to the City from past large-scale improvements, on which the Corporation expended nearly £3,000,000 net out of rates and over £3,000,000 out of other funds during the second half of the 19th century as well as over £2,500,000 from the latter during the first half of the same century (compare Plate C) :

Benefits from
past large-
scale
improvements:
Plate C.

“ The likely effect of proposed major improvements in the Metropolis has always been, in view of their costliness, a matter of considerable speculation. There are two important works in the City which are worthy of examination in the light of the conclusions which can now be formed as to the measure of their success. The first is the Holborn Viaduct scheme, which provided an 80 feet artery continuing Oxford Street into the City at Newgate. It involved the purchase and demolition of a considerable area, the construction of several new streets, other than the Viaduct, and extensive subsidiary works in services, rehousing, etc., for which loans totalling £2,350,000 were raised. Practically all the sites were later disposed of at an advantage, and to-day the area is normally prosperous and one of the few intersections of main routes in Central London not suffering from traffic congestion. The original loans were secured on Coal and Corn dues, and all but £495,000 repaid from this source. Of the balance, £110,000 was paid out of City Cash, £6,000 out of resale of property, and £91,000 from the Rates between 1922 and 1932. A sum of £288,800 (12 per cent. of the original cost) is outstanding after 65 years.

“ The other and equally valuable improvement to the City’s road system is the Victoria Embankment and Queen Victoria Street, together with the roads, Cannon

Street, Eastcheap, Great Tower and Byward Streets. Only in recent years has it been realised by London traffic that the Embankment is as direct a link as the Strand between parts of Westminster and the City. Additionally, this part of the scheme provided a long and commanding frontage for larger public and private Corporations' Headquarters, giving to London as a whole a length of water front unsurpassed in dignity, utility and beauty. The line of Queen Victoria Street was partly determined by the requirements of the Metropolitan Railway, but in any case, was a 'major surgical operation' on the street system as then existing. Property was purchased for, and adjoining, the site of the road; the surplus land was let, and many fine buildings erected. The total cost to the City was £1,076,000; £250,000 in 1881 for Queen Victoria Street, and £300,000 for Eastcheap, etc., were block payments to the Metropolitan Board of Works and Railway Company; no debt remains, the charge having been met by Coal and Corn dues. As on the Holborn Viaduct, the street is to-day fully built-up, occupied and normally prosperous." (102)

Despite, however, the radical character of the above at the time they were carried out, they have not sufficed—particularly in regard to junctions and control of side-turnings—to accommodate the free flow of the much increased volume of modern traffic. "The introduction of gyratory circulation at points large enough in area to allow of it is one of the greatest advances in London traffic organisation, and should be one of the first methods to be adopted in an enlightened policy of road improvement. Although the initial expenditure on the acquisition of an area extensive enough may seem large, new frontages are created on sites commanding considerable publicity and capable of architectural treatment likely to add distinction to the district." (*ibid.*) (103)

Categories of traffic.

Traffic in the City can be divided into two main types:—

(a) Vehicles whose only concern is to get beyond the City and which are therefore so far as this area is concerned, through traffic.

(b) (i) Vehicles moving along the lines of main internal distribution; (ii) vehicles loading or distributing locally. (104)

The key to the difficulties of pre-war City traffic lay in the convergence on to one point—the Bank—of so many main routes of metropolitan or regional importance. We were forced to the conclusion early in our deliberations that no adequate solution of the traffic problems of the City could be obtained at this point by the formation of a gyratory traffic intersection even of extraordinary size and cost. Moreover, of the nine principal corner buildings facing the intersection, at least four are of modern construction including deep basements; some of the others are of architectural interest. We therefore gave further attention to the detailed application of the ring route proposal set out in the Greater London Highway Development Survey, 1937, by Sir Charles Bressey and Sir Edwin Lutyens. (105)

Principles of proposed street lay-out; ring route.

The streets proposed for through traffic consist of a circular route 80 feet wide, half to the north and half to the south of the City based on that Survey. These roads also serve to distribute traffic to the radial routes into and out of the City. Junctions are mostly of the roundabout type except where it is considered economically or architecturally impracticable to achieve one of sufficient size to conform with the standards of the Ministry of War Transport. The routes have been selected with a view not only to providing the best location for traffic flow but also to avoid forcing (at an uneconomically low speed) heavy streams through the main centres of grouped business activity; a heavily trafficked street can create a strong line of cleavage between the communities of business on each side of it. It is therefore detrimental to increase congestion by encouraging through traffic to use streets which penetrate areas of existing recognisable groups. (106)

Internal distributing streets.

The main distributing system within the square mile consists of diagonals across the centre formed by the existing main streets. It will be essential to limit the number of side-turnings into or out of them, mainly by closing or diverting parts of minor streets, in order to facilitate the flow of traffic. Within the panels formed by the existing main streets, streets of the subsidiary or local distributing system are shown widened where necessary but intersections are not restricted, although some regulation of traffic circulation may be desirable. Pedestrian traffic in the City is exceptionally important and in cases where it is proposed to close a minor street pedestrian right of way will generally be retained. (107)

River bridges.

Without reviewing the long and intricate history of bridges over the river which lead into the City, we feel that the following excerpt from "The Guildhall of the City of London," 7th Edition, 1939, as revised and corrected in the Records Office of the Corporation by A. H. Thomas, M.A., LL.D., summarises recent considerations:—

"Increasing congestion of thoroughfares, the advent of mechanically-propelled traffic which has transformed the conditions of street traffic, and the recommendation of the Royal Commission on London Traffic in 1903/5, for the further provision of



Perspective by J. D. M. Harvey.

F. J. Forty, City Engineer.

NUMBER 5.

Preliminary proposals for the Reconstruction of the City of London.
EYE-LEVEL VIEW OF ST. PAUL'S CATHEDRAL FROM THE WEST.

This drawing is made as from the corner of Shoe Lane and Fleet Street; the tower and leaded spire of St. Martin's Church stand in the middle ground. It is proposed to widen Ludgate Hill and enlarge Ludgate Circus to the extent illustrated: the curvature of the Hill (on plan and section) would be retained while the Circus would be broad enough to permit gyratory traffic movement. The position of the Southern Railway bridge is shown faintly shaded, so that the effect of its possible removal can be visualised. The outline in the left-hand lower corner indicates the existing view from the same position.

facilities for traffic by the creation of through routes, led the Corporation to seek powers to construct a new bridge between Blackfriars and Southwark Bridges, and thus endeavour to afford additional relief to congestion in the City.

The necessary Parliamentary powers for the construction of such a bridge were granted by the Corporation of London (Bridges) Act, 1911; the cost of bridge and approach was then estimated to cost about £2,000,000.

The greater portion of the property required to be demolished had already been acquired.

Owing to emergencies arising out of the Great War, works authorised by the Corporation of London (Bridges) Act, 1911, were suspended; and as the time for completion expired in August, 1921, Parliament granted, by the Corporation of London (Bridges) Act, 1921, an extension of the time limit to 28th April, 1929. In 1929 the Corporation again promoted a Bill for a further extension of time, but the Bill was rejected by Parliament and the Corporation's powers to build the Bridge thereby lapsed." (108)

At no time during the above period had the opportunity existed which is before London to-day for a large-scale revision of Inner London traffic routes. The adequacy of the Thames Bridges both as to number and width has always been confused by the lack of proper lay-outs at the bridgeheads for the rapid distribution of traffic. One of the main features of our proposals is to provide this in the case of the three existing bridges—Blackfriars, Southwark and London—within the City boundary. The London County Council similarly had a large improvement scheme for the north head of Waterloo Bridge, the execution of which has been suspended by the War. (109)

If the northern and the southern ring routes proposed in the schemes we submit, together with the bridgehead improvements and other modifications to ameliorate local circulation were carried out, we should find it difficult to revive the St. Paul's Bridge proposal. It was also considered in the Greater London Highway Development Survey, 1937, that this project should be allowed to lapse. (110)

The County of London Plan shows a proposed bridge almost opposite the Temple Station on the Victoria Embankment opposite the eastern arm of Aldwych and west of Temple Bar. This, together with the existing Waterloo Bridge and a proposed road bridge at Charing Cross form a trio of links between north and south London at the intersection of the proposed north-south and east-west main axial routes. (111)

County of London Plan :
Cross-river
proposals near
the City.

To the east of the City, the sub-arterial ring route "A" of the County Plan commences at Gardiner's Corner and crosses the river at a point roughly on the eastern boundary of the present St. Katharine's Docks by means of a tunnel parallel with Tower Bridge. (112)

These are the two proposals of the County plan concerning cross-river traffic which are nearest to the City, but neither is actually within the boundaries. Both would be possible in relation to our present proposals. (113)

Proposals for Ring Route and Street Improvements.

In the foregoing pages we have set out the general basis and the principles which have guided us in instructing the City Engineer in the preparation of preliminary draft proposals for a ring route of 80 feet in width and street improvements generally. We attach great importance to this part of our task in so far as it is the one for which legislative action is most necessary and for which very large sums of money for the acquisition of private property will be required. (114)

Drawings Nos. 1, 2, 3, 3A and 3B illustrate the lay-out which we favour as a whole and incorporate, where alternatives are possible, the particular proposal we prefer. These are described first (except in the case of the Southern Arm) under each heading in the following text. *Drawings Nos. 4 and 4A show an alternative treatment for certain points—mainly on the ring route and in the vicinity of St. Paul's Cathedral—any one or all of which can be incorporated into the general scheme of Drawings Nos. 1-3B.* (115)

Proposals
favoured :
Drawings Nos.
1, 2, 3, 3A and
3B.
Alternative
proposals :
Drawings Nos.
4 and 4A.

The schemes for the northern arm of the ring route are :—

(i) From Holborn Circus crossing Farringdon Road by means of a viaduct and thence to Aldersgate Street at its junction with Barbican; from Aldersgate Street passing generally along the site of Fore Street to Moorgate, as shown on Drawings Nos. 1-3B. (Perspective No. 2). This route leaves the churchyard of St. Giles, Cripplegate, untouched and is associated with the smaller clearance scheme for exposing London Wall.

Northern Arm :
Alternative
schemes.

(ii) On Drawings Nos. 4 and 4A, an alternative proposal in the same general direction but passing on each side of the Church of St. Giles, Cripplegate, and associated with a larger area of clearance for exposing the line of London Wall; a part of the open space could be used as a car park, if thought desirable. (116)

A section of this arm (common to both schemes) between Holborn Circus and St. John Street, passes beyond the City boundaries. Its broad principle has been discussed between the appropriate Officers of the County Council and of the Corporation, and it accords generally with the County of London Plan. Further consultations will be necessary if the Court adopts the proposal. (117)

Each of the above alternatives is shown to continue across Moorgate along London Wall, intersecting with Bishopsgate, through a widened Wormwood Street and thence, via Camomile Street, Bevis Marks and Duke's Place, to Aldgate. This part of the route affects many buildings that have not been seriously damaged although few of them are of modern construction; we refrain from incorporating Houndsditch in this arm since it has only in recent years been widened to 50 feet and now contains a number of up-to-date steel-framed buildings. (118)

We refer in paragraph 150 to another possibility for this route over the Metropolitan Railway between Aldersgate and Moorgate Stations, but no drawing thereof is presented. (119)

Southern Arm :
Possible
solutions
and
riverside
embankment.

The southern arm of the ring route continues the Victoria Embankment by passing under Blackfriars Bridge and proceeding eastwards under London Bridge to Tower Hill. Broad issues of policy arise in deciding the ultimate solution that should be adopted in this case and we have examined the three following solutions in some detail :—

Drawing No. 5.

(i) An Embankment constructed along the foreshore from Blackfriars under Southwark Bridge and joining Upper Thames Street opposite Arthur Street by London Bridge. Such a route would not occupy land at present built upon except at its eastern end, and it could be constructed (as Drawing No. 5 shows) to allow direct access to the River front from a portion of it by means of lagoon decks. It could be designed to form a dignified River foreground to the City in keeping with the existing Embankment further west and with the south bank shown in the County of London Plan. As a result of discussions between the City Engineer and the Chief Engineer to the Port of London Authority, we were informed that such a proposal would have a detrimental effect on river flow, particularly at Southwark Bridge where the River is already narrow, and accordingly we were compelled to consider alternatives involving the use of building land.

Drawings Nos.
1, 2, 3, 3A and
3B.

(ii) The first alternative to an Embankment on the foreshore is one on the edge of the land next to the River as illustrated in Drawings Nos. 1-3B. This, however, involves either the destruction of various large buildings including most of Vintry House or major and difficult alterations to such buildings with large loss of floor space as well as making it difficult, though not impossible, to retain direct river access to buildings.

Drawings Nos.
4 and 4A.

(iii) The third possibility is included on Drawings Nos. 4 and 4A from which it will be observed that a small stretch of Embankment proceeds from Blackfriars to a position between Paul's Wharf and Caldwell Yard and opposite the intersection of the north-south axis of St. Paul's Cathedral with Upper Thames Street. At this point an open "place" is designed as an integral part of the view of St. Paul's described in Part III which traffic would traverse in order to continue along Upper Thames Street widened to 80 feet. This scheme preserves the majority of the river front, camp sheetings, moorings, etc., in the City with existing facilities for loading and unloading direct from the water; at the same time it allows of a dignified entrance to the south-west part of the City from the Victoria Embankment, which, treated in architectural harmony with the axial view of St. Paul's, would set a new keynote to the use of that part of the City. (Perspective No. 3). (120)

There are at least two other solutions in principle, both entailing heavy structural cost and difficulty, which we have not examined in detail :—

(a) A high level road approximately in the position of the long Embankment on land described in (ii) above.

(b) A tunnel either in the river bed under the foreshore or under buildings. We would mention that in Paragraph 208 of the County of London plan such a tunnel running in its entirety from Ebury Street (west of Victoria Street) to Tower Hill with accesses at Charing Cross and Blackfriars is adumbrated, the part from Charing Cross eastwards being referred to as a "subsequent" extension. We do not comment at the present juncture on this section in the County of London Plan since we have not yet had the opportunity of being advised of the technical aspects which appear to us to contain difficulties at Blackfriars. (121)

It is appropriate that we should record our opinion that, whatever Embankment solution is adopted, the advantage to the City must be considerable in terms of traffic circulation, access and amenity. The value of the River Thames itself as a traffic artery is discussed on page 27. (122)

Eastern Arm :
Alternative
schemes.

The northern and southern arms of the ring route can be joined by an eastern arm between Aldgate and Tower Hill in several possible ways, two of which are illustrated :—

(i) From a junction at Aldgate irregularly shaped on account of existing steel-framed buildings and along the Minories widened to 80 feet abutted by the new lay-out



CORPORATION OF THE CITY OF LONDON

PRELIMINARY PROPOSALS FOR THE POST-WAR RECONSTRUCTION OF THE CITY OF LONDON, 1944

DRAWING
NUMBER

5

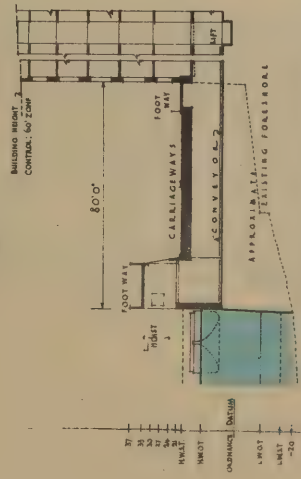
ALTERNATIVE SCHEME FOR AN EMBANKMENT ON FORESHORE

REFERENCE

- THE RING ROUTE.
Generally 80 feet wide.
- MAIN STREETS.
- MINOR STREETS.
- POSSIBLE QUAYSIDE ROAD.
Referred to in note to Section YY.
- BRIDGE UNDER EMBANKMENT giving barge access to lagoon dock in all states of the tide see Section YY.
- DIRECT LOADING UNDER EMBANKMENT to buildings from barges moored in the river, with elevated footway on south side as Section XX.
- CHANGES OF CARRIAGEWAY GRADIENT ON EMBANKMENT.

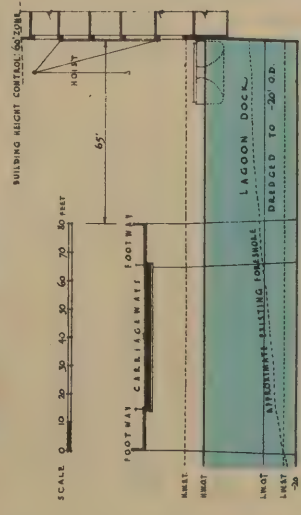


TYPICAL SECTIONS THROUGH PROPOSED EMBANKMENT AND LAGOON DOCK



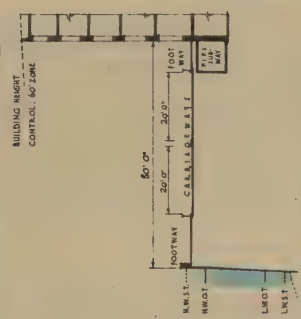
SECTION XX ON DRAWING NO. 5

Section through embankment east of Queenhithe to All Hallows Lane (or in part) showing loading facilities from barges moored in the river.



SECTION YY ON DRAWING NO. 5

Section through embankment showing depth of dredging and loading facilities from barges moored in the lagoon. A 50 feet quayside road (with cranes at the edge) could be constructed behind the lagoon wall and warehouses set back accordingly.



GENERAL SECTION:
ALL DRAWINGS.

Section showing embankment either on land or foreshore without loading facilities from the river.



F. J. FORTY, B.Sc., M.Inst.C.E.
CITY ENGINEER,
GUILDHALL, E.C.2

of minor streets to the immediate west to provide good building blocks to Tower Hill (Drawings Nos. 1-3B).

(ii) From a junction on the line of Duke's Place along Jewry Street and Crutched Friars and branching into Savage Gardens and Cooper's Row to Tower Hill (Drawings Nos. 4 and 4A).

The effect of these schemes on the Tower Hill lay-out is referred to below. (123)

The western arm consists of the use of New Bridge Street, Farringdon Street and Farringdon Road with a junction at Blackfriars; various branches (by using existing streets to the east and west) lead on to the northern arm of the ring route. This is not a conventional junction; it is, however, not one at which heavy turning (*i.e.*, from north to east, south to east, etc., as opposed to through north-south and east-west) traffic is to be anticipated. This arm also contains the important intersection at Ludgate Circus which is enlarged to allow adequate circulation of traffic without the congestion and delays for which it was notorious (see Greater London Highway Development Survey, 1937, paragraph 26). (124)

In designing the ring route to carry the traffic desired the number of side turnings and possible interruptions to flow have been limited. At each point where a major intersection occurs with another main route a junction is necessary, capable of maintaining a reasonable flow in accordance with the requirements of the Ministry of War Transport, particularly in terms of "weaving" traffic. Some of these junctions appear large in proportion to the scale of City streets, but we are advised that they are essential. Few of them are regular and symmetrical since they have been devised on the most economical basis possible, involving the minimum loss of existing buildings. Some of those that are irregular could be made more formal at increased cost and by absorbing more land and steel-framed buildings. (125)

Junctions on
ring route:
Requirements
of Ministry
of War
Transport.

Where a minor street joins a main thoroughfare very near a junction and the existing street pattern cannot reasonably be altered, one-way entry or exit, with controlled turning, will be necessary. (126)

It would be to the common advantage to retain free from building for as long as possible the centre islands on roundabouts, thereby preventing the accumulation of fume-laden atmosphere at points of traffic concentration as well as providing a more spacious siting to new buildings. All are large enough to justify careful lay-out. By having tinted them green on our plans, we do not wish to imply that they should all be laid out with grass; we feel that some would look best if paved with stone and similar materials to a well-considered form in conjunction with appropriate tree planting and architectural treatment. (127)

Central islands
at junctions.

In order to facilitate pedestrian movement, reduce traffic interruptions at pedestrian crossings and provide safe and uninterrupted passage for pedestrians across these large junctions, we propose that subways should be constructed. Such structures could be made attractive by including showcases, kiosks, etc., and in certain cases connected to the underground railway stations and buildings. Well equipped public conveniences, including changing rooms and baths, might also be provided in certain cases. (128)

The junction at Tower Hill merits special attention. The Court of Common Council has for long taken an active and real interest in the amenities of this area although the Tower of London itself with Trinity Square is not within the City boundaries. We submit two possible lay-outs, either of which would provide a smooth flow of traffic at a point which, if the County proposals are carried out, will be a junction of the greatest importance for east-west traffic, particularly from the Docks:—

Tower Hill:
Alternative
schemes.

(i) The one shown on Drawings Nos. 1-3B gives prominence to the Church of All Hallows and opens up the views of the Tower of London; it leaves Trinity Square, Trinity House and the Port of London Authority building in seclusion. The remains of the London Wall which run nearly due north and south at the back of properties facing the Crescent, Minories, are left almost untouched and could be further exposed. The eastern end of the junction links up with the eastern arm of the ring route, Tower Bridge, the proposed County of London Plan sub-arterial ring route A and Royal Mint Street.

(ii) The other, shown on Drawings Nos. 4 and 4A, also opens the view of the Church of All Hallows and the Tower of London, as well as giving Trinity House, when restored a position of distinction. It would, however, involve a new lay-out for Trinity Square and absorb rather more property; the carriageway would go over a small stretch of London Wall. We feel, nevertheless, that the great improvement proposed in this area and for historic monuments generally (including other parts of London Wall) more than compensates for any loss that might result at this point. (129)

As in the case of the proposed Viaduct east from Holborn Circus over Farringdon Road, this part of the route will require further consultation and agreement with the London County Council and other bodies interested in this locality. (130)

Traffic Circulation and Use of Buildings.

Main lines of internal circulation : Alternative schemes at Mansion House Station junction.

The construction of the ring route having relieved the City of traffic not having a destination therein will facilitate the flow of both vehicles and pedestrians who come to the City to transact their business. The arteries of internal flow (Drawing No. 3B) include the main passenger bus routes, shopping streets, etc. It would not be practical to propose junctions which would perfect movement everywhere in the system and therefore traffic lights are retained and in some cases new ones proposed. The principal suggestion in the plan is a junction between Queen Victoria Street, Queen Street and Cannon Street which would further ease the congestion at the Bank. On Drawings Nos. 1-3B a solution in the form of a "figure of eight" is shown; we consider that this would function most satisfactorily with the proposal for Cannon Street retained in its present importance as referred to on page 16. The alternative and more conspicuous junction is shown on Drawings Nos. 4 and 4A, and consists of a square on the axis of Southwark Bridge and Queen Street. Certain existing buildings could be retained within the square (possibly with subway access) and others also erected. Owing to existing pipe subways, etc., it would not however be desirable to build over that part of Queen Victoria Street taken into the square. This design of junction is best associated with the widening of Watling Street described as an alternative on page 16.

(131)

Subsidiary street widenings : Plan No. IV.

Besides the main internal circulation are the many subsidiary or minor streets in the City, and Plan No. IV shows all those now less than about 30 feet wide between buildings, *i.e.*, too narrow for two vehicles to pass or overtake with ease and safety. Colonel W. Haywood, the former Engineer and Surveyor to the Commissioners of Sewers of the City of London, writing seventy years ago about such streets, observed that ". . . inadequate thoroughfares are not only inconvenient, but are expensive to the public; lead to police regulations which impede the free and natural course of the traffic and business of a community; and are repugnant to the spirit of the age." In paragraphs 107 and 174 we refer to the general need for improving these streets for the passage of both vehicles and pedestrians, and we have adopted a minimum width of 30 feet wherever immediately practicable. Certain streets amongst this class are, however, likely to be of such importance with new and higher buildings as to warrant a greater width than 30 feet, and therefore some are shown to a bigger dimension.

(132)

Courts and alleys.

Lastly in relation to traffic circulation, the City is well known for its Courts and Alleys. Many bear historic names and are much used by pedestrians. Over a long period it has been the policy of the Corporation to obtain improvements in these as and when opportunity offered, and detailed consideration given to each case. The widening and the adjustment of position can often provide building owners with improved facilities at the same time as giving the public a more commodious passage. In redevelopment it is not infrequent that small and previously independent plots are united, but the manner in which this happens depends upon circumstances that cannot easily be foreseen, and we do not feel in a position to make proposals in much detail. It will, we feel confident, always remain the Corporation's policy to maintain public rights of way which are of benefit and use to the citizens. We would point out that the closing of a public right-of-way containing rights of access (as most of them do) may involve (apart from procedure concerning the public right) the purchase of all interests in the sites adjoining the alley, court, etc. Many of the private ways, although on privately owned property, contain certain public rights-of-way over them.

(133)

Service pipe subways and galleries : Plan No. Ib.

The Corporation was one of the pioneers in favouring subways and has, since the middle of the last century, taken opportunities to build them to accommodate new pipes, cables and mains. In cases of very large improvements, where extensive land acquisition took place, galleries leading from the main subway to the building plots were also constructed. In this manner disturbances from surface trenchings are reduced to the minimum. The Corporation's statutory powers enabling such constructions do not, however, extend to compelling existing pipes, services, etc., to be transferred or substituted by new ones in these subways, unless the Corporation defray the cost of the work, including the continuance of the supply during transfer. We understand, moreover, that the placing of all mains in such subways is, in some circumstances, not favoured by certain undertakers.

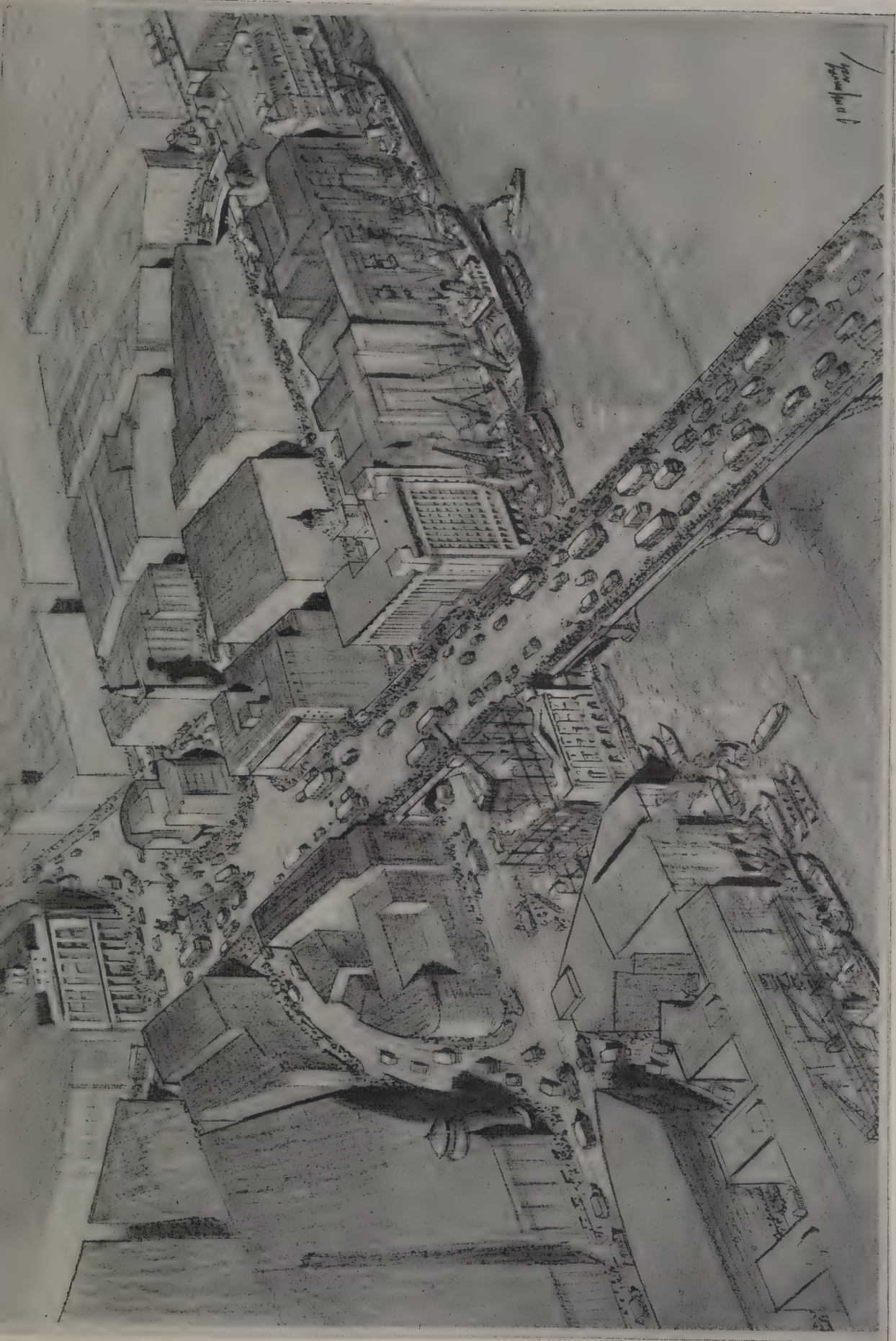
(134)

We consider that wherever major improvements and important new streets are made provision for such subways should be considered. In the ring route, with a width of 80 feet, it may be advantageous to have subways on both sides. We do not here analyse the merits of different designs, and therefore make only the general suggestion that they are an essential preliminary engineering work to all the larger improvements. The usual practice in the past has been to construct them under the most convenient part of the street, with accesses by side entrances in the footways. Thus connections to buildings have subsequently to be made by tunnelling or trenching, except where side galleries have been built.

(135)

Car parks and garages : Drawing No. 3B.

We have long been conscious of the difficulties arising from the sterilisation of the curbside "lane" in both main and subsidiary streets, and the remedy in the past has largely depended on the vigilance of the police. The problem was referred to in the 1936 Report



Perspective by J. D. M. Harvey.
NUMBER 6.

Preliminary proposals for the Reconstruction of the City of London.
BIRD'S-EYE VIEW OF LONDON BRIDGEHEAD FROM THE SOUTH-WEST.

This drawing shows the southern arm of the ring route (as suggested on Drawings Nos. 4 and 4a) passing under London Bridge; on the right-hand side is seen a possible bridge approach to Billingsgate Market from Monument Street over the ring route. In Drawings Nos. 1, 2, 3, 3A and 3B a large traffic island is proposed at the junction of Arthur Street with Upper Thames Street (left-hand part of this view), into which the Embankment would curve from the water front and continue as part of the ring route under London Bridge.

F. J. Forty, City Engineer.



when the Traffic Census of 1935, taken by the City of London Police, was quoted ; excluding bicycles, barrows and horse-drawn vehicles, nearly half the traffic consists of private cars, the balance being divided almost equally between omnibuses and commercial vehicles, while in the West End (at Piccadilly Circus) two thirds are private cars, one fifth omnibuses and one seventh commercial vehicles. The Greater London Highway Development Survey, 1937, Paragraph 9, stressed "the ever-increasing number of private cars which use the highway to-day—thus raising very materially the average frequency of travel. This point is well illustrated by a passage in the Annual Report of the London Passenger Transport Board, 1937—'At 28 comparable census points, being busy traffic intersections in Central London, included in the Metropolitan Police Census of Traffic taken on a Tuesday in July (since 1931, every two years), the average number of buses and coaches observed passing during the day declined from 5,490 in 1924 to 4,858 in 1935 (the last available census), a reduction of 12 per cent., while the number of private cars and commercial vehicles, other than buses and coaches, increased during the same period from 13,529 to 23,311, an increase of 72 per cent.' Thus, the reduction effected in the number of buses and coaches, owing, in part at least, to their improved carrying capacity, has been more than offset by the rise in the number of other vehicles."

(136)

We have on the one hand to recognise and allow for the legitimate stopping of vehicles (both public and private) in order that passengers may arrive and depart safely and quickly and that goods may be delivered and collected ; on the other hand it is in the common interest, when the operation for which the vehicle is stationary occupies so much time as to obstruct the circulation of other traffic, to require the building associated with the passengers or goods to provide its own accommodation for the temporary parking of the vehicle. There is, however, the case of the private car parking for a period of several hours or for the whole day. For this (when no garage exists in the building) the multi-storey garage is, we feel, the best solution. It is essential that such structures be situated near points from which traffic distributes itself freely, *i.e.*, major junctions in the vicinity of the ring route ; others inside the area may also be desirable. Under the proposed land utilisation zoning, such would be permissible and we show diagrammatically on Drawing No. 3B approximate positions in which some might best be sited. This does not imply that any particular plot should be dedicated to this use ; their siting will depend on the initiative of and guidance to owners in the vicinity. We cannot in general principle recommend the use of land for parking only, although we have always considered beneficial the temporary use of cleared building sites for this purpose ; the latter was a practice before the war, has been continued up to the present time and may be extended if and when the demand arises. It is not detrimental to rebuilding since the tenancy of the persons organising the car-park is usually subject to termination at short notice.

(137)

Some recent building proposals have included garage space within their own site. Such provision will undoubtedly not only be an asset to the facilities available to tenants but also will assist in solving the car-parking and garage problem generally. We feel that a similar enactment to that now applicable to loading docks in larger buildings may become desirable to ensure that the provision of garage space within new buildings becomes general practice.

(138)

We would refer to considerations arising since 1936 when the Restriction of Ribbon Development Act came into force. By a special Order for London, the London County Council was made the responsible authority, subject to consultation with the Corporation in the case of sites in the City. The provision of first importance consisted, briefly, in requiring a new building of more than 250,000 cubic feet content where loading or unloading would occur, to include a loading bay within its own curtilage, thus withdrawing stationary vehicles from the streets. Some owners had anticipated the Act in order to meet their own convenience. The general effect has been one of great benefit and indicates a practice that should assist towards relieving the congestion caused by standing vehicles in main streets. We believe that it will be in the interests of owners of all substantial buildings in the future to allow for similar accommodation, though it may take an appreciable part of the ground floor or basement.

(139)

A further provision for temporarily stationary traffic off but very near the public way could advantageously be made at important and much frequented points by the creation of lay-bys for coaches, omnibuses and trolley-buses. The vehicles would thus be temporarily withdrawn from and thus not obstruct the main flow of traffic, while the waiting passengers could assemble (possibly under cover) without either obstructing passers-by or being jostled by them. One such already exists at Aldgate and Minories as a terminus, and we were examining the design for another in 1938 near Southwark Bridgehead. We consider that others could be established near the boundaries of the City, in certain cases closely associated with railway (main-line or underground) stations (Drawing No. 3B). Such lay-bys, and likewise loading-docks and garages can be regarded as comparable with and as necessary as the marshalling yards to a railway system.

(140)

Loading
docks in large
buildings.

Passenger
Road
Transport
lay-bys and
stations.
Drawing No.3B.

Conference
with the
Commissioner
of Police for
the City of
London.

The City Engineer has referred to the great benefit he has derived from the advice of the Commissioner of Police for the City of London, Lt.-Col. Sir Hugh Turnbull, K.C.V.O., K.B.E., in relation to traffic problems. The Commissioner agrees that the principle of the proposals is likely to be of considerable benefit in the solution of traffic difficulties within the City of London. (141)

Railways and Stations.

Main Line
Stations.
Plan No. 1B.

From the north-east of the City, Liverpool Street Station (London & North Eastern Railway) serves the eastern and north-eastern quadrant of Greater London, as well as being the main line to the Eastern Counties. Adjacent to it is Broad Street Station (London Midland & Scottish Railway) serving the suburban areas to the north and north-west of Greater London. Both carry City workers with a minimum of interchanges to within a short distance of their daily work; for those going beyond the City, there are immediate connections to the L.P.T.B. Underground system of railways. On the south side of the City, Cannon Street, Blackfriars and, more centrally, Holborn Viaduct Stations (Southern Railway) carry (together with London Bridge Station on the south bank of the river) upwards of a quarter of the day population of the City, also conveying them to within walking distance of their offices. To the east, Fenchurch Street Station supplements Liverpool Street Station in serving the eastern quadrant of London. Some of these stations have much increased their passenger traffic during the ten years preceding the war; it should be noted that they cater not only for suburban traffic, but also for a large number of passengers who travel daily from towns well outside Greater London. As terminals within the heart of the built-up areas they serve the public convenience by rapid, direct journeys between home and work. According to the 1921 Census (which provides the most comprehensive data), a much greater proportion of the day population of the City than of any other part of Central London travelled from beyond the boundaries of Greater London and thus depended largely on main line services. (142)

Possible
alterations
to Railways.
Drawing No.3B.

Since further operational improvements and redevelopments to accord with modern standards of design, comfort and engineering appear to us to be matters for the owners' initiative, we have made no major proposals affecting railways. We look forward to more electrification as a substantial aid to a purer atmosphere and the fore-runner of the modernisation of station property. In the case of Liverpool Street Station, it might allow of an upper and a lower level station, thus increasing both traffic capacity and passenger convenience. (143)

Certain of the stations, particularly Liverpool Street and Broad Street, would benefit in any rebuilding scheme by the provision of adequate lay-bys, etc., for road passenger transport, as already mentioned in paragraph 140. Both the convenience of the travelling public and the flow of traffic at such major interchange points could be materially improved thereby. Any other measures designed to increase speed and amenity would likewise be welcomed provided the existing services are not lessened. (144)

Should any of the Companies propose to undertake alterations and extensions for which Parliamentary powers would be necessary, the Corporation would doubtless be given an opportunity at an early stage to make observations with a view to securing the maximum co-operation and the settlement of plans which would fit into the City scheme; the Corporation would also have its normal locus during the passage of any such Bill through Parliament. (145)

Railway
Viaduct over
Ludgate Hill.

Much public discussion has, ever since its erection, centred round the Viaduct line over the river at Blackfriars continuing across Queen Victoria Street and Ludgate Hill and beyond to the north. This line is an important link between the northern and southern railway systems of the country and at all times is heavily trafficked. A proposal to discontinue the line in order to obtain a local æsthetic advantage would throw a load and inconvenience upon the railways elsewhere which would be difficult to justify, while to put it underground would involve several miles of tunnels and an expenditure on engineering works alone likely to cost, we understand, some tens of millions of pounds. Despite, therefore, the æsthetic advantage which would arise from the elimination of the bridge at Ludgate Circus in relation to the western approach to St. Paul's Cathedral, this is not a scheme which we feel the Corporation of London is in a position to sponsor unless a favourable opportunity arises. (146)

This railway is therefore not shown removed from its present position on the drawings but Perspective No. 5 illustrates the view that could be obtained without the obstruction; the view incorporates the widening of Ludgate Hill which we propose. Should circumstances arise permitting the subsequent removal of the railway as a result of Government action or otherwise, the plans now submitted are capable of adjustment as to the building sites thus made available. (147)

We have also investigated the possible lay-out of the Blackfriars Bridgehead and land to the north if the railway bridge and viaduct should be removed. Major issues of engineering and traffic circulation could become involved with radical alterations affecting substantial

buildings in the vicinity. We are not in a position at the present time to commend any scheme to the attention of the Court. (148)

In the County of London Plan, some very far-reaching proposals affecting railways, including stations in the City and this viaduct, are indicated. We have set out above our views on the matter generally, and when the occasion arises we shall be pleased to report in detail on any proposal which the London County Council indicates that it intends carrying into effect; Paragraph 262 of its Report states that any suggestions made therein are, so far as they affect the City, subject to any views which the Corporation may have. We note that a Committee has recently been appointed by the Ministry of War Transport to consider the problem of the future of railways, termini, etc., in London. (149)

County of London proposals in relation to railways serving the City.

Since the formation of the London Passenger Transport Board, extensive improvements have been effected to the stations and means of access to the underground system of railways passing beneath the City; the further development already authorised by Parliament (completion of which has been suspended by the war) will contribute to the efficiency of the system and to the convenience of the City. While in the first years of reconstruction, there will not be a shortage of suitable sites for all purposes, there are several short lengths of open cutting to the Metropolitan line which offer opportunities for building development. We examined the possibility of carrying the northern part of the ring route over the longest section of this cutting but ultimately rejected it on the grounds of unsatisfactory routing, junctions, levels and high structural cost (paragraph 119). (150)

Underground railways. Plan No. 1B.

Airport.

The Court of Common Council has always been keenly appreciative of the importance to the City of creating and maintaining the best communications and transport. In 1937 it was resolved to purchase and develop land at Fairlop suitable for the construction of a City of London Airport and in 1939, the development of the site on super-standard lines was authorised at a total estimated cost of £1,100,000. On completion of these works and of the Central London Railway (L.P.T.B.) extension, and the electrification of parts of the London & North Eastern Railway (proposals the execution of which has been suspended by the war), the City will possess a modern terminal Airport within a journey-time of less than half an hour of its boundaries. (151)

Existing plan.

We visualise that many advances in air transport will occur after the war but we have not sufficient evidence before us to justify our proposing, at the present juncture, any new undertaking. (152)

River Thames.

We have considered the proposals put forward by the Thames Barrage Association. This matter has previously been considered by the Corporation and by other local authorities fronting the river as well as by the Committee of Imperial Defence before the war. Having regard particularly to the decision of the last-named body, we do not feel it appropriate to make any recommendation thereon at the present time, although it may be observed that were these proposals ever to be put into effect it would not be to the detriment or disadvantage of any physical aspect of the plan before the Court, nor, we think, would our proposals, if executed, hinder the implementation of such a scheme. (153)

Thames Barrage.

London enjoys a privileged situation and facilities as a port, to which the markets of the City are the natural counterpart. The River has always been the highway into its heart for the world-wide trade on which its greatness and wealth have been founded and maintained. Although the principal docks are east of the City, the riparian rights to the City's foreshore and direct access to warehouses are an integral part of our commerce and trade, and are not to be lightly forfeited. The River is also London's greatest open space and its beauty should be developed while preserving its utilitarian function. (154)

The River and Port of London.

Recognising these factors in Part II and in the alternative proposals described on p. 22, and having regard to the magnitude of the changes foreshadowed in other parts of the River front by the County of London Plan, the Court may agree that the final decision should rest upon a full public Inquiry at which all view points can be expressed. (155)

Suggested public inquiry.

Traffic in relation to the Commercial Precinct of London.

As the centre of London, the City is a focal point on which converges road and river traffic, as well as people and every form of business activity. Unorganised, the result could be chaos; well-planned and carefully administered, the result can be of the greatest possible benefit to the whole community. Our proposals broadly make the City a commercial "precinct," spacious and dignified within itself and, we submit, with the best communications that can be devised to provide rapid and easy accessibility. (156)

PART V.

Legislation, Procedure and Realisation.

Recent Legislation and Administration.

Preparation of
Scheme under
Town and
Country
Planning Act,
1932.

The Resolution to prepare a Town Planning Scheme under the Town and Country Planning Act, 1932, was approved by the Minister of Health on the 29th October, 1936. From that date until the outbreak of war, we proceeded with the preparation of a statutory Draft Scheme. In February, 1939, we published for the guidance of owners and their professional advisers the clauses proposed for insertion in that Scheme, relating to the control of height and site cover of buildings (illustrated by diagrams). By September, 1939, the remainder of the clauses and the necessary maps were almost ready for the consideration of the Court and subsequent submission to the Minister for approval. During the period 1936-1939 we received many applications under the Interim Development Order and gained experience of the problems arising from the control of private redevelopment in the densely built-up area of the City of London. (157)

Interim
Development
Administration.

In the administration of Interim Development, we were exercising certain new powers—the control of the use, height and site cover of buildings being the most valuable. However, in some matters within the scope of the 1932 Act, the City's powers under existing legislation were already quite effective, while co-operation with the London County Council secured co-ordination in regard to decisions under the London Building Acts and Restriction of Ribbon Development Act, 1935. (158)

War Damage
Acts.

The War Damage Act, 1941, became law on the 26th March, 1941. Section 7 of this Act (now re-enacted as Section 20, War Damage Act, 1943) relates to provisions for securing the public interest in the making of compensation payments consequent upon damage to property and land. Under sub-section (1) the Treasury was to give directions to this end in respect, *inter alia*, of town and country planning. This is a far-reaching power which we understood to be designed to obviate the possibility of conflict between the results of decisions by the War Damage Commission and the proposals of a planning authority. Sub-section (7) required the War Damage Commission to afford a Local Authority an opportunity of making representations to them, and the Commission was to consider any representation with respect to the exercise by it of any of the powers of Section 7. (159)

Section 3 (5) 1941 Act (see Section 10 (2) 1943 Act) also interested us as providing a statutory clarification of 1939 values, while Section 14 (1) 1941 Act (see Section 11 (1) 1943 Act) set out the conditions in which an increase might be payable if it appeared to the War Damage Commission (and was agreed by the Treasury) that having regard to any circumstances arising since the passing of the 1941 Act the amounts of any payments computed as provided were inadequate. We appreciated, however, that this Act did not remove our difficulties as a planning authority in relation to post-war acquisition of sites nor does it, generally speaking, affect the creation of new interests in property (not completely destroyed) whereby higher values might be established in anticipation of reconstruction proposals. However, the present position is that an assignment of the right to receive a payment in respect of war damage to land has no effect until approved in writing by the Commission. (160)

We have also noted in the War Damage Act, 1943 (which consolidated the previous legislation), the method of ascertaining the character of certain payments. An observation by the late Sir Kingsley Wood, Chancellor of the Exchequer (5th August, 1943) on this Act has a bearing on the broad issues of war damage payments: "I am glad to have this opportunity of drawing attention to . . . the test of total loss for the purpose of the War Damage Act, 1943, is not a physical but an economic test and that it is likely that many houses of good quality will qualify for a cost of works payment even if they are physically totally destroyed." (161)

Town and
Country
Planning
(Interim
Development)
Act, 1943.

From the beginning of extensive war damage, we were conscious that pre-war legislation did not allow a planning authority the exercise of powers desirable for the protection of the public interest in relation to post-war development. In our Officers' evidence to the Uthwatt Committee the need for modification of the provisions of the Town and Country Planning Act, 1932, relating to the control of interim development was stressed. Parliament recognised the need for action in this direction and in July last, the Town and Country Planning (Interim Development) Act, 1943, became law; it enables the Corporation as the planning authority for the City, to postpone consideration of applications which cannot be carried out immediately. This is not a power which we would wish to exercise obstructively since it is our desire to give owners every facility to define and decide upon their post-war plans,

Until, however, the Corporation is itself in the position, not only of having agreed a plan, but of possessing both adequate powers and finance for the achievement of any plan, it can safeguard the common interest of its citizens only by refraining from making any decisions which subsequent developments might compel it to revoke. To give statutory consent to applications while the future is still so ill-defined would tend rather to mislead owners and build up a false sense of security ; such a course might also involve the Corporation in considerable claims for compensation for abortive work, leases, etc. (162)

The Ministry of Town and Country Planning has issued circulars on war-time Interim Development. They appear to develop previous practice in statutory Town Planning and reflect the need to which we have referred in evidence and in this Report for further legislation to deal adequately with our present problem. (163)

In day to day administration the cases submitted under Section 20 of the War Damage Act, 1943 are more frequent than formal applications under the Interim Development Order. We have in general agreed (subject to safeguarding the Corporation's compensation liabilities as far as possible if subsequent removal is required) to the execution of works of repair in order that during the present shortage of building space the maximum use shall be made of existing premises, and there has in fact been no unnecessary impediment placed in the way of such rehabilitation as the present control of materials permits. The works have been almost entirely of an extent to which the Corporation could not object effectively under Town Planning legislation (particularly Section 19 (2), Town and Country Planning Act, 1932) without incurring compensation liability. (164)

War Damage repairs.

Statutory Procedure.

The present proposals are only the sketch stage in the preparation of a planning Scheme under the Town and Country Planning Act, 1932. Consultations will have to take place with the London County Council and other appropriate authorities and persons. (165)

Statutory procedure in the preparation of a Planning Scheme.

Action within the existing statutory framework will include the preparation and adoption of a Draft Scheme, advertising and depositing the same for inspection, affording opportunities for objections or representations to be made thereto and consideration of such objections or representations. (166)

The Draft Scheme, with or without modifications, must then be made and opportunities afforded for inspection and for further objections and representations to be made, and the Scheme, with copies of the objections and representations, submitted for approval to the Minister, who must hold a local inquiry with regard to any such objections and representations which are not met or withdrawn ; the Ministry will have to consider both the public improvements shown on the plans and the clauses of the Scheme dealing with the control of private development, the latter involving the determination of the extent to which exclusion of compensation can be applied in a densely built-up area. (167)

If the Minister proposes to modify the Scheme before approval, further local inquiries may be necessary. Only when the Scheme is finally approved by the Minister will it be possible for it to be laid before both Houses of Parliament and come into operation. (168)

The creation of a satisfactory road plan is the major essential expense to the public authority in the reconstruction plan of an area like the City of London ; for this purpose, land in private ownership must be acquired either compulsorily or by agreement. It is not irrelevant therefore to recollect that the Final Report of the Expert Committee on Compensation and Betterment (Uthwatt Report, paragraph 50) recommended in respect of measures for built-up areas :—

Essential acquisition of land for street improvements and other purposes. Drawings Nos. 3A and 4A.

“ . . . conferment upon local authorities of powers of purchase, much wider and simpler in operation than under existing legislation.

“ If it is accepted, as we think it has to be, that fair compensation must be paid to an owner whose existing interest in land is required for planning purposes, it must be recognised that, in so far as the difficulties of the past arose merely from the necessity of paying this compensation, there is no remedy. Values have been attached to land on the basis of the existing system of ownership and short of confiscatory measures it will always be costly to make land in private ownership available for planning purposes.”

(169)

The Corporation in its capacity as local authority and therefore responsible for street improvements and town planning, does not own any land (except for a few and isolated sites bought for widenings in hand) available or generally suitable for the purpose of street improvements on the scale adumbrated in our proposals. (170)

Drawings Nos. 3A and 4A show the extent of the minimum acquisition of land in order to achieve our proposals but no estimate of cost involved has been made : such a computation is an enormous undertaking and beyond the resources of the City Engineer's

Department at the present time. About 40 acres of building land (or about 6 per cent. of the total area of the City) are shown as essential to carry out the scheme. Since, however, an equivalent area of floor space far in excess of that lost in buildings which might have been erected on the 40 acres could be provided on the war damaged sites by modern construction the City as a whole would gain rather than lose thereby. In the course of acquiring this nett area a greater amount of property would have to be purchased and the freehold of the surplus land either disposed of by sale or let on building leases. (171)

We have referred in Part III to some of the qualities of sites which attract developers. Sizes of building sites in the City (as in the centre of most ancient trading towns) vary from those of very small frontage and depth to several acres. The majority, however, are small rather than very large. The number of separate acquisition negotiations necessary to any satisfactory scheme will therefore be considerable and in many cases the Corporation will have no alternative but to purchase the whole site since the part not wanted for an improvement will be so small as to be useless to the owner. The policy to be pursued as to the extent of sites to be acquired and the purchase of sites additional to those affected directly by the improvements proposed will be one demanding the most careful consideration in terms both of the procedure most likely to invite redevelopment and of the cost involved. In the case of demolished sites where disturbance of business is not involved and where leases have been disclaimed two items common to peace-time acquisition will generally not exist. We feel, however, that it may well be that, in order to plan properly and develop some of the areas which have been badly damaged, it may be necessary for the Corporation to acquire complete control which can be achieved effectively only by the acquisition of all interests. (172)

We would observe at this stage, however, that the largest single feature of the street improvement drawings—the ring route—is pre-eminently of metropolitan and even national significance in that it is proposed, as already stated, to facilitate the passage through London of non-City traffic. The practice in recent years has been for the Ministry of War Transport and the London County Council to make contributions to improvements of this character, but the Corporation normally bears between about a quarter and a third of the total cost. Lesser improvements, of more localised use, have previously been paid for entirely by the Corporation. The outlay involved will be so large that the most careful consideration will have to be given to the financial aspect, since the Corporation could not bear the cost on the present customary terms. The powers of the War Damage Act may be of value in securing that the public interest is safeguarded against precipitate action by owners where improvements are needed. (173)

We have not been unmindful of the question of making street improvements in parts where little or no damage has occurred. Except in the case of the ring route whose continuity is essential to its function as a through-way and in other cases complementary to the damaged areas, we have generally refrained from doing so on the grounds that under existing legislation, if such proposals were incorporated in a statutory plan, the Corporation might (even though a considerable period may elapse before Notices to Treat are served) become, immediately after the coming into operation of the Scheme, liable for an unascertainable amount of compensation for injurious affection without gaining a corresponding benefit. Furthermore, having regard to this difficulty, the Corporation's existing other powers are not inadequate to take advantage of any opportunities as and when they occur for improvements in these areas (where development is likely to be slow while many cleared sites remain vacant), despite the unsatisfactory nature of the procedure in some respects. Should favourable amendments in legislation occur, we would reconsider our present policy herein. (174)

Realisation.

Rate of
rebuilding.

It is not to be anticipated that reconstruction can or will be completed in any short period of time. The process is therefore to be regarded as a regrowth rather than the simultaneous replacement of the whole to pre-war magnitude; the proposals are intended to be suitable for gradual achievement in this manner. The exact order of priority of the several sections of street improvement schemes, if the Court agrees with our recommendations, appears to us to be a matter for discussion with the Ministry of War Transport and co-ordination with the London County Council's ultimate schemes. We have also sought to make the drawings in such manner as to be capable of use as a basis of discussion in detail so that from it a statutory plan can readily be developed. (175)

Having regard to the several suggestions that have been placed before us involving the radical remodelling of whole areas in a manner which would not be capable of achievement unless the sites affected came under one ownership, it is not without importance and relevance to visualise the financial load and risk involved in such an undertaking. It is well recognised that the rehabilitation of an area like the City must, on account of the demands for labour and materials, cover a long period of time. Moreover, it does not appear to us certain that the erection of buildings, particularly on some large uniform

pattern, would secure either an æsthetic or commercial success. The rate of rebuilding must also depend upon the demand for floor space and the nature of the accommodation desired. The task of the Corporation will therefore be broadly to guide and facilitate the enterprise of owners in the erection of new buildings that will vest the framework contained in the drawings. In detail, our duty will be to ensure that the buildings are healthy to work in, pleasant to look upon, harmonious with their surroundings and as self-contained as possible in regard to loading, and unloading of goods, parking of private cars, etc. (176)

From time to time applications have been received for specific accommodation in the post-war plan. There is a wide choice of sites possible for every variety of activity and it will generally be for applicants to approach land owners and intending property owners to obtain the exact accommodation desired. (177)

Applications for accommodation in post-war plan.

We have already referred to the loss of £2,000,000 rateable value due to war conditions; we also bear in mind that £4,000,000 of the pre-war value was erected between 1905 and 1935. Without allowances for changes in the value of money or in legislation affecting finance, our losses—measured in these terms—should be replaceable within fifteen years or less. (178)

Rate of replacement of rateable value.

New Legislation.

The pressing need for new legislation to deal with reconstruction issues is reflected on every page of this Report. We have, on a number of occasions, made known our views to the several Ministers who have been charged from time to time with post-war planning and building. (179)

Our Interim Development experience and the preparation of the Draft Scheme brought to our notice certain weaknesses in the 1932 Act. These were examined in 1941 when our Officers were asked to submit evidence to the Expert Committee on Compensation and Betterment. The evidence placed before that Committee summarised our views and suggestions. (180)

We are aware that many schemes are under public discussion concerning the best way of achieving rapid and unified rebuilding on large areas of cleared sites. Paragraphs 40 to 45 and 143 of the Final Report of the Uthwatt Committee examine certain private pooling schemes but reject them. As we have already stated we await legislation incorporating any comparable measures before we can determine how they can advantageously be applied by the Corporation as planning authority for the City. (181)

Pooling of sites.

The abnormal and disastrous experiences which have been suffered from fire during the war, together with the severe tests to which structures of every type have been subjected, may lead to revision in current codes of building practice, structural design and control of use. New materials and the lessons learned from war-time expedients may also contribute to the same result. While we cannot anticipate the extent of such revisions, we consider that they may have a far-reaching influence on post-war design and construction. (182)

Possible revision of building construction law.

Equally we do not feel it possible at the present juncture to formulate any recommendation as to air-raid shelters or protection in post-war building. We observe that the present design of such protection, when in the basement or on the ground floor, precludes any normal use of the floor space in conditions of light, air and circulation of persons or goods which would be tolerable in peace-time. In our opinion, the future need for static water supplies also requires consideration at the appropriate time; if it should be found possible to incorporate them in the lay-out of open spaces, they might be designed to enhance local amenities without, on the one hand, losing their utilitarian purpose, or, on the other hand, being dangerous or liable to abuse. Precautions for prevention of rodent infestation and measures for smoke abatement will undoubtedly need full consideration. These points are, we understand, already receiving the attention of the appropriate Committees of the Corporation. (183)

The appearance of the City will be materially enhanced if the Corporation can be in a position to control effectively the placing and nature of advertisements and hoardings, both on and near buildings. Carefully designed architectural elevations can be badly marred by ill-considered signs and lettering, while the whole street scene can be rendered untidy by misplaced bill-posting and tawdry illuminations. We are none the less appreciative of the need for and public advantage of well-designed advertising matter in its proper setting. (184)

Legal rights of owners in relation to preliminary draft proposals.

Lines of improvement (whether or not with alternatives) and all other proposals illustrated on the Drawings or mentioned in this Report are preliminary suggestions and have no statutory standing. Consequently the existing legal rights of owners are not in any way affected and claims for injurious affection or compensation would have no basis nor be recognised by the Corporation now or at any later date, either in relation to the present proposals or to any variations, omissions or additions until a formal statutory scheme defines the final conclusions of the Court of Common Council. (185)

CONCLUSION.

In submitting this Report to the Court of Common Council upon our reference we desire to emphasise that the drawings described, containing as they do, several alternative proposals, are of necessity preliminary and tentative. This must be so because neither we nor the Court are aware to what extent further damage to the City may affect the question of reconstruction. Equally, we feel that the Court would not wish finally to commit itself to any plan until an opportunity had been given for public criticism and observations. Furthermore, we have had discussions with the Royal Fine Art Commission which are not yet completed and we hope in due course to submit the views of that body. We therefore present our schemes as a basis for discussion. Observations will be welcomed and we suggest the Court should instruct us to consider them and report further. (186)

We would, however, recall the general principles upon which our deliberations have been based and to which we have already referred. These may be perhaps best summarised as a lively sense of the long history and traditions embedded in the City's physical and commercial structure and of the necessity of pursuing an efficient and attractive reconstruction programme so as to permit it to maintain its pre-eminence as the centre of the world's commerce and communications. (187)

We have not dealt with the financial problems of reconstruction. Pending legislation with financial provisions—especially financial provisions applicable to an area like the City—we are unable to make any recommendations thereon. To carry out any of our major proposals involves acquisition of a comparatively large and widespread area of valuable building land as well as extensive engineering works. It will not be possible to execute the whole of the plan of street improvement unless the money is forthcoming with which to purchase the ownership rights. By as much as the funds available will be less than the total necessary to this plan, by so much must the plan be reduced in its ambition. (188)



Photograph by Aerofilms Limited

AERIAL PHOTOGRAPH OF THE CITY OF LONDON, 1935.

The ravages of enemy action make this photograph a valuable record of the City as it existed. Taken from the south-east, it includes the whole of the Square Mile except the south-western extremity of Blackfriars and the Temples. The post-1920 development round and east of the Bank of England is conspicuous; the domination of St. Paul's Cathedral and the staccato accents of church spires provide interest and a contrast to the broad panorama of intensive commercial development. The nature of buildings, emphasised by the accident of light and atmosphere, makes the effective limits of the City easily traceable and the position of the proposed ring route shewn on Perspective No. 1 (facing page 1) possible to identify.

Plate E



ADDENDUM

to the

Report on the Preliminary Draft Proposals for Post-War Reconstruction in the City of London,

being a résumé of the proceedings of the Improvements and Town Planning Committee.

It was in September, 1940, when enemy air attacks had extended to intensive bombing of London that we first instructed the City Engineer to take advantage, in his town planning proposals then in preparation, of any opportunities which might arise from enemy damage to facilitate improvements in the City. At that date, the destruction of buildings was not on such a scale as to demand comprehensive reconstruction, and the instruction applied primarily to statutory procedure under current legislation.

In October, 1940, H.M. Government established a Ministry of Works and Buildings, a step that the Court noted and on the 31st October, 1940, on the Motion of the late Colonel and Alderman Sir Howard Button, seconded by Claud William Dennis, Esq., J.P., it was resolved unanimously :—

That this Court notes with satisfaction the recent establishment of a Ministry of Works and Buildings, and desires to draw the attention of H.M. Government to the urgent necessity of putting into preparation a Scheme for the post-war planning of London and other urban areas damaged by enemy action.

The Court, therefore, as the Town Planning Authority for the City of London under the Town and Country Planning Act, 1932, suggests to H.M. Government that it is desirable to appoint immediately an Advisory Committee to confer with the Authorities concerned and to submit recommendations as to the lines upon which post-war planning should be carried out and as to any amendment in the law which may be necessary to secure a simplified and more direct procedure for the replanning, where necessary, of damaged areas.

This Resolution was forwarded to the Prime Minister.

It is clear, therefore, that at this stage the Corporation of London was already most anxious to consider the preparation of a post-war planning scheme and indeed at this early date urged H.M. Government to take the necessary steps in the matter. On the 14th November, 1940, the Court of Common Council resolved :—

That it be referred to the Improvements Committee to consider as to the further steps necessary under the Resolution of this Court of the 31st October, 1940, with reference to the preparation of a Scheme for the post-war planning of London and other urban areas damaged by enemy action.

Resolution of
the Court of
Common
Council on
Reconstruction
measures.

The Right Honourable Lord Reith had been appointed as the first Minister of Works and Buildings on the 4th October, 1940.

On the 29th December, 1940, in a raid with the details of which all the members of the Court are familiar, parts of the City were destroyed by enemy action, largely through fire, which gave an opportunity for examining comprehensively the possibilities of improved street lay-out and better building in the areas affected.

Air-raid
damage, 29th
December,
1940.

On the 8th January, 1941, Alderman Sir Howard Button, the Town Clerk and the City Engineer accepted the invitation of Lord Reith, Minister of Works and Buildings, to discuss with him various aspects of town planning. The Minister asked for the following information :—

Discussion
with Minister
of Works and
Buildings.

(1) The nature and extent of the damage which had occurred, including particulars of the character of the destroyed buildings, and an estimate of the proportion of destroyed buildings or those which would need to be demolished in relation to those capable of repair ;

(2) Any proposals which the Local Authority had in mind for redevelopment, and whether the destruction of parts of the area by enemy action had facilitated or modified plans previously made ;

(3) Whether planned redevelopment of the area was likely to be prejudiced or affected by—

(a) Speculation in site values ;

(b) The risk, notwithstanding war time restrictions (*e.g.*, the licensing of buildings, shortage of labour, control of materials and any conditions imposed under the War Damage Bill) of uncontrolled development pending the application of a redevelopment plan ;

(c) Any special conditions or interests.

(4) Whether there were any special financial considerations affecting the redevelopment of the area, apart from the questions of the relations between local government and national finance awaiting settlement after the war.

(5) Whether it was likely that any rebuilding on the sites of wholly demolished buildings would be necessary in the public interest during the war.

In the light of the above, what legislative or administrative difficulties would have to be overcome in dealing with the planned redevelopment of the area.

Visit to City of
Minister of
Works and
Buildings.

On the 9th January, 1941, the Minister visited the City, round which he was taken by the City Engineer in order to make a full inspection of the damage caused especially by the most recent enemy raids. A similar visit was paid by the Parliamentary Secretary to the Minister on the 30th January, 1941.

Conference of
Officers on
London
Planning.

On the 14th January, 1941, the Town Clerk and the City Engineer were invited to a meeting of Officers at the Ministry of Health for the initial discussion of London Planning under the Chairmanship of Mr. George Hicks, M.P., Parliamentary Secretary to the Ministry of Works. Officers of the London County Council also received invitations. On that occasion were present representatives of several Government Departments including the Ministry of Health, Ministry of War Transport, and the Treasury. There was general unofficial discussion on various aspects of replanning, particularly in regard to legislative and administrative difficulties. This was followed by a further Officers' Conference on the 11th February, when the Parliamentary Secretary, on behalf of the Minister, requested that subject to the concurrence of the Corporation and the County Council respectively, the responsible Officers of the two Authorities should prepare provisional reconstruction plans for the respective areas. The City Engineer at our meeting on the 14th February, 1941, was instructed to prepare a preliminary draft outline scheme in accordance therewith, to confer thereon with the Officers of the London County Council, and to submit the plan to our Special Sub-Committee in due course. In confirmation of Mr. George Hicks's request, the following letter was received by the Lord Mayor from the Minister.

Minister's
request for
Reconstruction
Plan to be
prepared.

LAMBETH BRIDGE HOUSE,
LONDON, S.E. 1.

7th March, 1941.

MY DEAR LORD MAYOR,

I am writing to you following informal conversations between your Officers and those of the London County Council and Ministries of Health, Transport and Works, about the planning of the reconstruction of London.

As you know, I have been charged with the special responsibility of considering the methods and machinery for the planning and carrying out of the reconstruction of Town and Country. Pending full examination of that subject, it is desirable, I feel, that consideration should be given as the exigencies of War work permit, to the broad lines of future physical development.

I suggest that, in planning the reconstruction of London, a beginning should be made at once with the areas of the Corporation and the Council, these being the central areas, and I should accordingly be grateful if the Corporation could prepare a provisional plan of redevelopment for the City of London. I am asking the London County Council to do the same for the County. No doubt the two authorities would wish to act in co-operation.

This plan would, of course, be based on present facts. But I hope it will be possible to make it sufficiently flexible to enable any necessary adjustments to be made as the war proceeds, so that it may in this way become part of a more comprehensive plan on broader lines which may be envisaged eventually.

I understand that in order to indicate what road connections will be desirable the Ministry of Transport will be ready to advise the Corporation as to the future lines of trunk roads round the London boundary.

When a sufficient outline can be given of a scheme for the inner areas I will arrange for the extension of the work in the outer areas.

I know of your great interest in these questions, and I hope you will feel able to commend this proposal to the Corporation as a first step in this all important work.

Believe me,

Yours very truly,

(Signed) J. C. W. REITH.

In the meantime, on the 29th January, 1941, Lord Reith, in the House of Lords, and Mr. George Hicks, Parliamentary Secretary to the Ministry of Works and Buildings, in the House of Commons, had announced that a Committee had been appointed to make an Expert Examination on the subject of Compensation and Betterment; and the Committee (under the Chairmanship of Mr. Justice Uthwatt) had been asked to advise as a matter of urgency on the subject of land speculation in bombed areas.

Expert
Committee on
Compensation
and
Betterment.

The full terms of reference of the Expert Committee were :—

“To make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land ;

To advise, as a matter of urgency, what steps should be taken now or before the end of the war, to prevent the work of reconstruction thereafter being prejudiced. In this connection the Committee are asked :—

To consider (a) possible means of stabilising the value of land required for development or redevelopment, and (b) any extension or modification of powers to enable such land to be acquired by the public on an equitable basis ;

To examine the merits and demerits of the methods considered ;

And to advise what alterations of the existing law should be necessary to enable them to be adopted.”

At our meeting on the 14th February, 1941, we considered a letter, dated 10th February, from the Secretary of the Expert Committee, in which the Officers of the Corporation were invited to furnish a written memorandum of their views on the second paragraph of the terms of reference, it being indicated that their views on the wider aspects would be sought later ; they were also desired to attend to give oral evidence.

Invitation to
Corporation to
submit
evidence to
Expert
Committee.

We authorized the Town Clerk, the City Remembrancer, the City Solicitor, and the City Engineer to prepare a memorandum of evidence and to submit it for approval in due course, which was done. Further requests for the Officers' views were received from the Committee ; additional Memoranda were prepared, and submitted to the Expert Committee after having been first approved by us. Moreover, on our authority, the Officers subsequently attended (28th March, 1941) before the Expert Committee. Copies of the Memoranda are contained in Appendix I. of this Report. In March, 1942, additional information was given by the Officers in regard to hoists and cranes over the public way (Appendix I). We think it desirable that your Honourable Court should have the full details of these important matters.

The Interim Report of the Uthwatt Committee was issued on the 25th April, 1941. Such of its recommendations as are important to the City are cited in the memorandum dated 31st March, 1943, on p. xi. The Final Report was published in September, 1942 ; points relevant to the City's problems are cited in several parts of this Report.

Publication of
Interim and
Final Reports
of Expert
Committee.

On the 25th April, 1941, the City Engineer presented to us his first preliminary draft plan, together with a report in which he referred to and was heard upon the main principles which he had held in mind in the preparation of the scheme ; these may conveniently be set out as follows :—

Principles of
the City Plan :
City Engineer.

Respect for the City's traditions and its historical prestige.

The creation of a plan to guide the activities of public and private enterprise, *i.e.*, constantly to have first in mind the rehabilitation of the position of the City as a place of Commerce.

The achievement of desired results, where possible, by discussion and agreement with owners.

The adoption of the principle (though not the actual line) of the recommendation for a City loopway as set out in the Greater London Highway Development Survey, 1937, by Sir Charles Bressey and Sir Edwin Lutyens.

The provision of road improvements and gyratory traffic systems to mitigate to the fullest possible extent the congestion which had so interfered in the past with the road traffic of City and County. The establishment of facilities for the parking of motor vehicles.

The layout of an area north of Guildhall for civic purposes embodying among other things the possibility of constructing a common Livery Hall in view of the destruction of so many historic halls of the Livery Companies of London.

The control of the height of buildings throughout the City, the preservation of the views of the dome of St. Paul's Cathedral. The improvement of the environment of St. Paul's Cathedral, and preservation of the City's ancient monuments with particular regard to the ancient City Wall—taking the opportunity to expose remaining portions of the wall where possible.

The avoidance where possible of disturbance to established buildings (especially of modern construction).

The retention of sites of the City Churches in order to permit either the rebuilding of the Churches or such further action as might be decided upon by those ultimately responsible in these matters.

Finally in all these principles to be mindful of the fact that a state of war still exists and that any proposals must be subject to variations consequent upon further possible damage from enemy action.

These principles appeared to your Committee to be proper and likely to receive the approval of the Court, and we therefore instructed the City Engineer to continue his work on these lines and to report to us further in greater detail on the proposals in due course.

Survey by
Ancient
Monuments
Department,
Ministry of
Works and
Buildings.

Soon after the clearance of buildings damaged by fire had begun, the Officers of the Ancient Monuments Department, Ministry of Works and Buildings, made a detailed inspection and recorded ancient monuments which had been affected by enemy action. In particular large portions of London Wall in the Cripplegate area were exposed and as a result of the recommendations of that Department the Corporation agreed to pay for first-aid repairs for the temporary protection of this monument. The work was carried out by the staff and workmen of the Ancient Monuments Department. It should be noted that the Wall remains in the ownership of the persons on whose land it stands.

War Damage
Act, 1941, in
relation to
the City.

At this stage there arose a further matter affecting replanning which required our consideration, namely, the War Damage Act, 1941, which became law on the 26th March, 1941. Section 7 of this Act contained provisions for securing that payments made in respect of war damage shall conform to the public interest as respects town and country planning and other matters. The City Remembrancer had reported upon the receipt of the Act to the Special (War Damage Act, 1941) Committee who had referred to us the task of investigating and taking appropriate steps in regard to Section 7 as well as Section 41 which dealt with certain matters affecting highways.

Conference
with War
Damage
Commission.
Visit to City of
Chairman of
War Damage
Commission.

On the 4th June, 1941, at the invitation of the Chairman of the War Damage Commission, Mr. (now Sir) Malcolm Trustram Eve, our Chairman, together with the then Chief Commoner (Mr. H. S. Syrett), the Town Clerk and the City Engineer, attended a conference at the Offices of the Commission with principal members of the staffs of the Commission, of the Ministry of Health and of the Ministry of Works and Buildings. At this meeting points were put forward relating to the manner in which the City's likely needs in proper reconstruction development might best be served, and the discussion included the question of specifying the City as a Reconstruction area. After our conference the Chairman of the War Damage Commission inspected the damaged areas of the City in company with the City Engineer. On the 19th August, 1941, by notice in the *London Gazette*, the whole of the City was scheduled as a Reconstruction area. On the 10th October, 1941, the City Engineer reported further regarding this matter (Appendix II).

Further air-
raid damage
May 10th,
1941.

On the 10th May, 1941, the City suffered a severe raid which affected that part of the City between St. Paul's Cathedral and the River and enabled us to consider radical amendments to the plan which had been, up to that date, the most acceptable. A section which now lent itself to replanning stretched roughly from beyond the northern boundary of the City to the river, broken only by isolated surviving blocks.

Further
consideration
of principles
of City Plan.

On the 11th July, 1941, further consideration was given to the question of clarifying policy, and we agreed to recommend that the City churches and their spires should be preserved, but that if a City church were practically destroyed and beyond possibility of repair it would be desirable that the site should be left as an open space for all time; that the principle of the City loopway in the Bressey Report should be adopted; that the possibility of removing the buildings at the east end of St. Paul's Cathedral should be considered; that the ground round Guildhall should be planned to create a civic centre and the question of moving the Mansion House to a Guildhall site should be left to be considered carefully by the appropriate Committees.

The City Engineer's report and plan, with further revisions were considered at this date, and during the vacation additional meetings were held. The report and plan were on the 15th August generally approved. The Town Clerk and the City Engineer were also authorised to confer with Officers of appropriate Authorities.

Change in
designation
of the
Improvements
Committee.

At your meeting of the 24th July, 1941, your Honourable Court ordered that the designation of the Improvements Committee should be changed to Improvements and Town Planning Committee.

Further
meeting with
Minister of
Works and
Buildings.

On the 10th September, 1941, at the invitation of Lord Reith, the Town Clerk and the City Engineer again attended the Ministry of Works and Buildings and placed before the Minister and the principal Officers of the Ministry the preliminary draft plan. After an explanation of the various details had been made by the City Engineer, the Minister expressed himself entirely satisfied with the progress which had been made. On this occasion the Town Clerk raised the question of the Corporation's protection against speculation in the

creation of interests which might arise and render the accomplishment of the plan more costly in terms of compensation. The Minister replied that he considered his statement (see Appendix VI) in the House of Lords on the 17th July (in regard to the recommendations of the Uthwatt Committee relating to compensation), as binding upon the Government, and that the Corporation was safeguarded thereby. He expressed himself, however, as willing to repeat the statement in a letter to the Town Clerk, which was later received (Appendix III). These suggestions were reported to us and the Minister's assurances received but we could not feel that such a statement without legislation would be sufficient.

At this time concern was being freely expressed over the non-publication of our proposals. Suggestions of unwarranted secrecy were made. Accordingly, on the 18th September, 1941, a statement was made to the Court by our Chairman in relation to the publication of the preliminary reconstruction plan, in which he reviewed the circumstances, in particular relation to compensation and informed you of the steps taken up to that date. He pointed out that having regard to the limited nature of the Corporation's existing statutory powers we did not feel in a position to advise the Court to publish an outline plan at that juncture. (The full statement is given in Appendix IV).

Statement by
Chairman of
Improvements
and Town
Planning
Committee in
the Court of
Common
Council.

We received at our meeting in October, 1941, a resolution adopted unanimously on September 24th, 1941, by the Masters, Clerks and Surveyors of the twelve Great City Livery Companies :—

Resolution
from the
twelve Great
City Livery
Companies.

"That these Companies, as large landowners, are anxious to assist the Corporation collectively in connection with any town planning scheme for the City of London, and request to be advised as early as possible of any proposals which the Corporation have in view for the rebuilding or replanning of the City. They wish to impress upon the Corporation the urgency of the matter and the need for immediate action both upon the architectural and the economic sides of the problem."

Towards the end of 1941 we were informed that a special committee of the Royal Academy had been set up in 1940 to consider and plan a scheme of the architectural redevelopment of London. During the Autumn 1941, a series of discourses were given at the Royal Academy, including one on "The City and the River."

The Royal
Academy
Planning
Committee
informal
meeting.

Notification was also received that certain preliminary plans had been prepared by that committee and that the President of the Royal Academy would welcome a conference with us on planning matters. Our Chairman accordingly invited the President, together with his sub-committee, to an informal meeting at Guildhall House on the 17th December, 1941.

The Chairman explained that our plans had not yet been received by the Court of Common Council, although preliminary discussion had taken place with officers of the Ministry of War Transport, the London County Council, and the Port of London Authority, from which it had been ascertained that the lines on which we were working were in general harmony with the views of these authorities, so far as could be informally expressed by their officers. He emphasised that the Committee were not in a position to reveal details of their plans, and moreover, until planning authorities had received the statutory protection of the promised legislation against speculation, the magnitude of land values in the City made any sort of information to the public inadvisable. The representatives of the Royal Academy Planning Committee stated that, as a committee, it was self-appointed with no statutory or other special authority but was influenced by the need for a proper lead in reconstruction matters in London. Press comments and correspondence were, they said, a reflection of the public interest and anxiety.

General informal discussion took place and it was indicated that in whatever way either side could be properly helpful, criticism or advice would be forthcoming as and when possible.

On the 7th May, 1942, Lord Portal (who had succeeded Lord Reith as Minister of Works on the 23rd February, 1942) wrote to inform the Lord Mayor that the President of the Royal Academy had sent to him the provisional Academy plan for the architectural redevelopment of London; the Minister had suggested to the President that a copy should be sent to the Common Council.

On the 14th May, 1942, the President of the Royal Academy wrote to the Lord Mayor stating that at Lord Portal's suggestion, he was sending a copy of the Memorandum which he had recently addressed to the Minister on behalf of the Royal Academy Planning Committee. The President also indicated that he was preparing a small-scale copy of the Plan for Lord Portal and this also would be sent to the Corporation. The Memorandum enclosed set out the objects and general opinions of the Royal Academy Planning Committee. Both letters were considered by us on the 8th June, 1942, when we referred the plan to the City Engineer with instructions to study it and report to us thereupon.

On the 30th July, 1942, the City Engineer submitted his report on the Royal Academy Plan, which we subsequently approved and forwarded to the Special Committee of the Corporation as the co-ordinating Committee in Reconstruction under the reference of your

Report by
City Engineer
on the Royal
Academy Plan.

Honourable Court of the 25th June, 1942. As you are aware, the Special Committee recommended that the report of the City Engineer be forwarded to the Minister of Works and Planning as representing the considered views of the Corporation; this you concurred in and ordered on the 5th November, 1942. As so much was included which is relevant to the present issue, the City Engineer's report and that of the Special Committee are set out in full in Appendix V.

We feel that we should record our appreciation of the work of the Royal Academy Planning Committee which, although we were not able to agree with all its recommendations, was a helpful contribution towards a solution of our problems. We note that that Committee itself subsequently published a revised plan in which criticisms of the first plan were taken into consideration.

Further meeting with the Minister of Works and Buildings.

A further meeting with the Minister of Works took place on the 7th February, 1942, at the invitation of the Minister with the object of providing an informal conference between representatives of the Corporation and of the London County Council which it was considered might then be helpful. There were present at this meeting, the Minister, Lord Reith; Mr. George Hicks, Parliamentary Secretary; Lord Latham, Leader of the London County Council; Mr. Claud W. Dennis (Chairman of your Committee); Mr. R. Meldrum (Past-Chairman); Mr. H. S. Syrett; together with officers of the Ministry, the Corporation and the London County Council. Various matters affecting the co-ordination of planning were discussed.

The planning powers of the Ministry of Health were transferred in July, 1942, to the Ministry of Works and Buildings, which was reconstituted as the Ministry of Works and Planning.

Bishop of London's Commission on City Churches.

On the 30th March, 1942, a meeting was arranged between your Special Sub-Committee and the Bishop of London's Commission. The Commission was under the Chairmanship of Lord Merriman who, on the invitation of our Chairman, explained that a sub-committee had made a report dealing with the matter on purely architectural grounds. Lord Merriman indicated the possibilities of treatment of City churches damaged by enemy action, which had been prepared by the sub-committee of the Commission on architectural considerations. The suggestions were regarded as provisional and a principle in the Commission's mind was the retention of all churches of Wren or of equivalent merit not damaged hopelessly beyond repair. Reference was made as to the possibility of constructing church institutes, halls, etc., on sites of churches too badly damaged for repair. Reference was made to the environment of St. Paul's Cathedral, it being clear that the Commission regarded the treatment of this area as of primary importance.

Standing Committees of the Corporation: City Engineer heard.

On the 25th June, 1942, your Honourable Court resolved that the duty of co-ordinating the work of preparing for reconstruction in the City should devolve upon the Special Committee. Accordingly, at a meeting of that Committee with us, the City Engineer gave an exposition of the details of the proposals and subsequently he has addressed every Standing Committee of the Corporation. We feel, therefore, that it may be not unreasonably assumed that the majority of members of the Corporation have, as members of Committees, by this date seen the plan, and heard the City Engineer upon it on at least one occasion and, accordingly, the proposals are not likely to be entirely unfamiliar.

Further conference with the War Damage Commission.

On the 14th May, 1942, a further conference with the Chairman of the War Damage Commission was held at which our Chairman, the Past Chairman, Mr. H. S. Syrett, the Town Clerk and the City Engineer were present. The meeting was in relation to the possible prescription of the whole City as an area in which all works would be subject to the procedure under Section 7 of the War Damage Act, 1941. The representatives of the Corporation submitted information and views in accordance with the wish of the Chairman of the War Damage Commission and sought advice upon the procedure under discussion.

Visit to City of Parliamentary Secretary to the Ministry of Works and Buildings.

Later in the same month, Mr. H. G. Strauss, Parliamentary Secretary to the Ministry of Works and Buildings, made a full inspection, with the City Engineer, of the damaged areas and a general view of the City in relation to replanning.

Ministry of War Transport Technical conference.

A Technical Conference was held on the 27th May, 1942, at the Ministry of War Transport between Officers of the Corporation, the London County Council and the principal transport Statutory Undertakers in the area of the City and County of London. The general problem of reconstruction in relation to transport facilities was reviewed on that occasion, though no question of policy of the various Authorities was then discussed. On various occasions later, the City Engineer has had informal discussions with officers of the railway companies on technical issues and trends in public requirements of transport. It should also be mentioned that the general principles of the traffic proposals have been informally

considered by the Chief Engineer and other Officers of the Ministry of War Transport, at the City Engineer's request, under our authority.

On the 27th November, 1942, a letter was received from the Chairman of the Association of Owners of City Properties urging the desirability of the Corporation's making public their plan for the redevelopment of the City.

On the 30th November, 1942, following a letter to the Lord Mayor from the Deputy Governor of the Bank of England, a meeting was held at the Mansion House, the Chief Commoner, the Chairman of the Special Committee and our Chairman, together with the Town Clerk and the City Engineer, being invited. At this meeting, the Deputy Governor explained the interest then being manifested in the City of London in post-war reconstruction, particularly as to finance and the speedy resumption of trade to the fullest extent after the war.

City of
London
Reconstruction
Advisory
Council.

It was emphasised by the Corporation representatives that the Corporation regarded these questions as of paramount importance and that the Court had recently made clear its views in its criticisms of the Royal Academy Plan.

The Deputy Governor outlined the proposals for a City of London Reconstruction Advisory Council, and pointed out that the Council did not intend to undertake any planning on its own or to publish criticisms of the plans of others ; its main functions would be to advise the Corporation on the needs of the principal financial, mercantile, and other institutions and their staffs.

We are of opinion that this Advisory Council, including in its representations so many of the leading businesses and industries of the City will be most helpful to the Corporation.

During the period in which we were preparing our plans and pressing the responsible Minister for adequate legislation, we did not feel that the time was ripe for a meeting with this body. However, after the speech by the Minister of Town and Country Planning on the 7th October, 1943, containing assurances to which we refer on page xiii, we acceded to a request of the Council for a conference and on the 7th January, 1944, received a deputation who placed before us a list of questions. We considered these and at a subsequent conference (31st January, 1944) with the same deputation, presented answers as far as was possible. Since the questions touch directly upon some of the principal issues affecting the City's future, we feel that the answers will be of interest to the Court ; we therefore reprint them below, although most matters referred to are discussed more fully in the foregoing Report.

Conferences
with City of
London
Reconstruction
Advisory
Council.
Questionnaire
and Answers.

QUESTION 1. : Are the Corporation now prepared to receive and to approve plans for new building schemes ?

Answer : Provisional draft plans and a report thereon are shortly to be presented for the consideration of the Court of Common Council. These plans are essentially preliminary and exploratory and cannot be regarded as final or possessing statutory standing, owing to the absence of adequate powers and finance for their execution even assuming that they would be agreed by the Court and the appropriate Ministry.

While, therefore, it is the desire of the Corporation to give owners every facility to define and decide upon their post-war plans, it is generally not yet possible to give statutory consent to applications for new building schemes or their development while the future is still so ill-defined ; to do so might tend rather to mislead owners and build up a false sense of security as well as involving the Corporation in claims for compensation for abortive work, leases, etc. Parliament recognised this position last year and passed the Town and Country Planning (Interim Development) Act, 1943 ; this Act enables the Corporation as planning authority to postpone consideration of applications which cannot be carried out immediately. In certain areas and on some sites specific consents have been possible. Should applications for other sites be submitted they would be considered on their merits and every endeavour would be made to assist owners subject to the limitations of circumstances set out above. It has also to be recollected that further damage arising from enemy action might involve revision of the existing tentative proposals and also affect owners' interests and wishes.

QUESTION 2 : Do the Corporation intend to purchase any or all freehold property in areas damaged by enemy action, not only for street widening or new roads, but also for building schemes, either to build themselves or to let on long-term building leases ?

Answer : The Corporation cannot decide on the procedure to be adopted until the powers available to Local Authorities have been determined by legislation enacted by Parliament.

QUESTION 3 : Will the Corporation assist the large-scale reconstruction of bombed areas by helping those who wish to develop to acquire the property of owners who will not readily co-operate ?

Answer : Representations from individuals have from time to time been made to the Improvements and Town Planning Committee to assist with the problem referred to in this question. Up to the present time the Corporation has not possessed suitable powers to intervene between owners. The matter is one which may be influenced by the policy ultimately adopted in regard to certain aspects of Question 2.

QUESTION 4 : Are the Corporation prepared to withhold approval of plans for rebuilding small premises with narrow frontages where larger buildings could suitably be erected ?

Answer : While the Corporation is generally anxious to secure the best development of all land it would be difficult to answer this question without reference to the circumstances involved in any particular case. Reference should also be made to the answers to Questions 2 and 3.

QUESTION 5 : Are the Corporation considering the closing of narrow streets and alleys, and the sale where necessary of the land to owners of adjoining property, in order to facilitate the co-ordinated replanning of big areas, provided that sufficient access for traffic, both pedestrian and vehicular, is maintained by new streets, alleys or covered passages through new buildings ?

Answer : Similar principles are involved in this question as occur in Question 4. The answer is therefore the same as that given in Question 4.

QUESTION 6 : Do the Corporation intend to change the regulations controlling or affecting traffic, for instance :—

(a) stopping or parking vehicles at particular places or in special classes of streets or thoroughfares, with particular reference to the loading and unloading of vehicles across the pavement ?

(b) extending the system of one-way streets ?

(c) confining to certain routes or excluding from particular streets or roads any special class of traffic, either because of the nature of the vehicles involved or because of their destination ?

Answer : The control of traffic in the City of London is a matter for the consideration of the Commissioner of Police for the City of London. Subject, therefore, to the Commissioner's views the Improvements and Town Planning Committee favour the regulation of vehicles loading and unloading across pavements, and will continue to pursue the policy already in operation before the war of securing the provision of loading docks within the confines of buildings where loading and unloading are frequently necessary.

The Committee is generally not in favour of more one-way streets than absolutely necessary, where the circulation of traffic can be secured satisfactorily by other methods.

The problem raised in section (c) of this question is primarily one of policy of the Ministry of War Transport. The Committee feel, however, that the proposals in regard to the Ring Route which they are putting forward should have the general effect of relieving the centre of the City of traffic which has no destination within the City.

QUESTION 7 : Do the Corporation contemplate the construction of :—

(a) Subways for vehicular or pedestrian traffic ?

(b) Underground car parks ?

Answer :

(a) "Subways" for vehicular traffic are proposed at several points in the present preliminary plans assuming that by this word is meant the intersection of traffic routes on different levels. Subways for pedestrian traffic are also proposed generally wherever they can be constructed at points of heavy pedestrian concentration. The Committee also feel that such subways might be made attractive by the installation of kiosks, small shops, as well as well-equipped public conveniences, toilet rooms, etc.

(b) The Committee consider generally that car parks should be provided wherever possible, particularly in or associated with buildings attracting a large amount of private car traffic, and multi-storey garages at the main points of entry to the City. It is not considered that the permanent use of open land for car parking only is generally desirable or economical. The garages (other than multi-storey) envisaged would usually be in basements with lift or ramp access. The Corporation does not possess any open spaces of sufficient size or of the right character to permit the construction of underground car parks which have been discussed in relation to other parts of London. It should be mentioned that in several schemes for post-war development of particular sites extensive private car parking facilities in the basement have been put forward by the owners ; this is a type of provision which the Committee feel is to be favoured.

QUESTION 8 : Do the Corporation propose to embark on any residential scheme either for flats or houses in the City

Answer : No area is zoned primarily for residential accommodation in the present preliminary proposals ; applications for this should they arise could be examined in the light of the following considerations :—

Whether or not the Corporation obtains and exercises powers of ownership in fee simple of the whole of the damaged areas referred to in Question 2 and envisaged in Ministerial statements, the Corporation will have to review the possible trends of redevelopment in terms of likely demand and its nature. The greatest pressure we anticipate and hope will come from commerce and trade. To meet their requirements the most speedy and economic building will consist of steel or reinforced concrete framed structures of eight to ten storeys with one storey or more of basement. These will hold more persons per unit of site area than their predecessors and rapidly eliminate the early shortage of space ; they will be sited prominently (from amongst the sites available) and most favourably to established public transport routes. Such buildings will thus primarily refill the frontages to main streets offering superior and often more extensive floor space than previously. It is felt that back-lands will be slower to attract re-occupation and may suffer in value temporarily. Indeed, their appropriate use may possibly become a serious problem

because, if neglected, they would have a detrimental effect on neighbouring new building, while if let on short tenancies for temporary structures at low rentals their effect could be even worse.

The Corporation may therefore find it advantageous to be prepared to accept some specific areas for residential development which would :—

(a) Accelerate the reoccupation of and revenues from the whole of the devastated areas, parts of which might otherwise remain long as derelict sites.

(b) Provide a certain relief to peak-hour long-distance travel between work and home.

(c) Be diverse in class, equipment and use. Some could be designed for business men and possibly associated with chambers or offices in the same or adjacent blocks, and contain club facilities. Others could be laid out for lower-paid city workers, artisans, etc., with such communal buildings as may be desirable.

It should be borne in mind that such buildings would be steel or reinforced concrete framed, fire-proof in construction and should the demand for business accommodation exceed anticipation sooner or later changes of internal planning would not be difficult. Areas which at the moment offer possibilities in this direction are in Cripplegate and towards the Tower of London and North of St. Paul's Cathedral; in the event of the larger Embankment scheme under consideration being executed, there may be some suitable sites facing the river. The convenience and importance of this type of development are well-known in relation to the chambers of the Inns of Court, while some recent buildings in central London have been, it would appear, successfully designed and tenanted on these lines. In the City are several large activities—notably the Post Office, the wholesale Markets and the Press—whose workers would be well served by the provision of living accommodation within easy reach at hours when transport is not frequent.

It is important, however, not to overlook the possible effect of certain proposals put forward in the County of London Plan, 1943, particularly on the northern boundary of the City, where the limitation of business and industry are foreshadowed. If such proposals should be adopted by the London County Council and embodied in a statutory scheme the effect on the City might be beneficial in a two-fold manner. (i) Commerce and possibly some industry might be compelled to migrate and if satisfactorily negotiated could find accommodation within the City; this is indeed expressed in the County of London Plan as an intention of the proposal. (ii) An area of residential property comparatively close to the City would be assured. The time factor, however, is very material and it is doubtful if the County of London Plan suggestions (if statutorily enforced) would become effective enough to be noticeably beneficial to the City during the first period of redevelopment.

QUESTION 9 : Have the Corporation any immediate or future plans for open spaces, for instance along the Riverside or round St. Paul's or the Tower of London, such as would affect the rebuilding schemes of owners of property which has been damaged or destroyed? Will they require groups of owners who may be intending to co-operate in the development of large sites to set aside areas for open spaces?

Answer : The purchase of land for public open spaces beyond that already existing is one element in broad policy discussed in the answer to Question 2. The Committee in its present preliminary plans propose a limited degree of spaciousness around St. Paul's Cathedral and an improvement of the views and approaches which would involve the acquisition and use of land for open space. Any of the Embankment schemes which can reasonably be favoured involved the creation of a certain amount of open space. The Tower Hill area is for the greater part outside the City boundaries but the Committee illustrates alternative treatments of that area which would have to be agreed in detail with the London County Council and other authorities interested in this area. Either proposal involves improvements whereby a greater area of open space would be provided.

It is hoped that groups of owners who may be intending to co-operate in the development of large sites may set aside areas for open spaces of a sufficient extent to give a dignified setting to large buildings and to provide adequate light and air. The Committee does not, however, feel that it is either suitable or necessary for buildings to be so spaced as to sacrifice or lose that sense of close contact and unity which makes the City a compact and efficient commercial precinct. The shape and size of light areas and open spaces in regard to access for fire prevention and as fire breaks should not however be overlooked, particularly having regard to the answer to Question 10.

QUESTION 10 : Are the Corporation considering any changes in the Building Acts affecting the total height of buildings or their height in relation to the width of the streets? If so, can any details, however provisional, be given?

Answer : The authority for the London Building Acts is now the London County Council, which normally initiates new legislation, in regard thereto. That authority, however, acts in the closest collaboration with the Corporation both in regard to current applications and proposals for new legislation. The abnormal and disastrous experiences which have been suffered from fire during the war, together with the severe tests to which structures of every type have been subjected, may lead to revision in current modes of building practice and design. New materials and the lessons learned from war-time expedients may also contribute to the same result. While the Committee cannot envisage the extent of such revisions, they consider that post-war design and construction may be considerably influenced thereby.

The general height of buildings in the City prior to the war was under 70 feet with many under 35 feet high. Few buildings in the area destroyed by enemy action exceeded four storeys above ground level. Many of the sites affected by destruction were developed as small and sometimes sub-divided units; modern construction to the height limits of the present London

Building Acts, subject to proper angles of light and air and using steel or concrete frames would permit a large increase of floor area. The general overall height limits proposed, however, remain the same as existing before the war, normally 80 feet to the cornice with two storeys in the roof thereabove, giving an average height of 100 feet. Special consideration could be given to towers and other architectural features in excess of this maximum under suitable circumstances and subject to proper safeguards.

The Corporation published in 1939 clauses for the guidance of owners and their professional advisers in regard to height and coverage control. These are not amended by the present proposals. The clauses are well-known to architects and surveyors practising in the City and the Committee have been pleased to note the extent to which the clauses in question appear to have met City conditions.

QUESTION 11 : Do the Corporation propose to adjust the City boundaries, particularly where they now run through buildings ?

Answer : The adjustment of the Parliamentary boundaries of the City is a matter of policy on which the Improvements and Town Planning Committee do not at the present time find themselves in a position to give observations.

QUESTION 12 : Do the Corporation intend to allow the erection of temporary buildings to provide immediate accommodation for those who wish eventually to build permanent structures ?

Answer : The Committee recognise that it may be not only necessary but desirable to permit the erection of a certain amount of temporary accommodation in the immediate post-war period. They feel, however, that such buildings should be the subject of a system of temporary licensing and where possible to an agreement as to the nature of and the time of erection of permanent structures. Reference is also made to this issue in answer to Question 8.

QUESTION 13 : Can the Corporation give any estimate as to the effect of their plans on the level or the incidence of rates ?

Answer : Up to the present time this question has not been considered in detail. In broad principle, however, the intention of the proposals is to re-create the City as the commercial core of London and as the great market of the Empire which it has always been. The Committee's aim has therefore been to envisage the City efficiently designed and developed so that the public charges are at a minimum. It may be recollected that the Improvements Committee, in their report of the 21st May, 1936, "advising the Court of Common Council on all points material to a proposal that the Corporation should pass a resolution to prepare a Town Planning Scheme for the City of London under the Town and Country Planning (Interim Development Order) Act, 1932," stated that nearly one quarter of the building area of the City had been rebuilt in the thirty years following 1905, the new buildings representing 42 per cent. of the rateable value in 1935. On this basis the loss of rateable value occasioned by enemy action should be replaced in less than 15 years.

QUESTION 14 : Do the Corporation contemplate any major changes in the situation of the main line stations now within the City boundary ?

Answer : The Committee have taken the view generally that the main line stations transporting City workers direct to or within a short distance of their offices are a great asset. The Committee are strongly of the opinion that these facilities should be maintained although they would favourably consider alterations and improvements provided no less facility is afforded to the City area itself. Otherwise the Committee recognise that the railways are statutory undertakers deriving their powers from and directly responsible to Parliament and have not generally been subject to the full scope of local authorities powers under Town Planning or other legislation.

QUESTION 15 : Do the Corporation propose to move either to different sites within the City or outside the City boundary any of the Markets (*e.g.*, Billingsgate, Leadenhall, Smithfield) ?

Answer : The present proposals allow for the continuance of the existing Wholesale Markets owned by the Corporation. The future of these Markets involves matters of policy within the terms of reference of other Committees.

Stabilisation
of land values:
Special
Committee.

In consequence of legislation in regard to land values still not being forthcoming and in view of the repeated expressions of anxiety by the various commercial interests of the City, it was decided at a meeting of the Special Committee on November 27th, 1942, that the City Remembrancer should approach Mr. W. S. Morrison, the newly-appointed Minister of Town and Country Planning, with a request that he should receive a deputation of the Corporation at an early date in order to place their views before him. The City Engineer was instructed to prepare a Memorandum setting out the action proposed in relation to protective legislation to prevent speculation in land values.

With the agreement of the Special Committee this memorandum is recorded below, together with other salient points which were emphasised and which explain fully the implication of the replies by our Chairman to questions asked throughout the past two years in the Court of Common Council.

MEMORANDUM.

Stabilisation of Land Values in Relation to Publication of the Draft Reconstruction Plan for the City of London, dated March, 1943 :—

The question of the publication of the draft Reconstruction Plan for the City of London has for some time been receiving the closest consideration.

The desirability of as early publication as possible of at least an outline of the Corporation's proposals is made apparent by the numerous and increasingly frequent questions, enquiries and comments regarding it—particularly having regard to the wide publicity given in recent months to the various "unofficial" reconstruction plans of various professional bodies and persons.

The position of the Corporation as Town Planning Authority is also made more difficult at the present time by reason of its inability to reply adequately to citizens who are anxious to submit for consideration post-war rebuilding schemes on sites where buildings have been destroyed. The citizens themselves are thus hampered in the preparation of these schemes with which they naturally desire to make all possible progress so that immediately it is practically possible, such rebuilding schemes may be proceeded with. Until proposed details of the City's reconstruction scheme can, with safety, be made public, there is bound to be a delay in these preparations.

It is the desire of the Corporation, in the national interest, to facilitate the resumption of normal trade and commerce with the least possible delay after the cessation of hostilities, and it is, therefore, felt that any assistance which can be given to reduce delay in such re-establishment is to the public advantage.

It should be noted that at a meeting of the Court of Common Council on the 22nd October, 1942, our Chairman, in reply to a question said, that as soon as the Corporation secured that protection from the Government for which the Committee was waiting, the plans would be put before the Court. The "protection" to which the Chairman was referring is explained hereunder.

Our desire from the point of view of the Corporation as a Planning Authority has been to prevent speculation in land values which might result from post-war planning and reconstruction schemes.

The fear associated with this desire is that should details of official reconstruction schemes be made public, speculation in sites shown to be affected by planning proposals will take place, with the result that the Corporation as Local Authority may, when the time for acquisition of such land for planning purposes arises, be compelled to pay a very much higher price for the land than would otherwise be the case.

It is felt that appropriate protection for a Local Authority could be given by fixing or stabilising the standard value of a site as at a certain date prior to the commencement of the war, the amount payable by the acquiring Authority, to be a sum based upon such standard value.

It is also particularly desired to suggest that consideration should be given to the question whether, in fixing a standard of "value at the 31st March, 1939," as a "ceiling" in relation to acquisition, provision should not be made for possible changes in money values in a manner comparable with that set out in Section 14 of the War Damage Act, 1941.

This point of view was put before the late Minister of Works and Planning, Lord Reith, on an occasion when representatives of the Corporation visited him at the Ministry of Works and Planning and a conference took place. There was also correspondence between the Town Clerk and the Minister on the subject, but the Committee felt that the assurances were not adequate.

On the 17th July, 1941, a statement was made in the House of Lords by Lord Reith, signifying the Government's acceptance of the "March, 1939, ceiling," subject to the qualification that the detailed application of the principle required consideration, and that the principle must be open to review as circumstances arise which make its application inequitable.

Your Committee desired that legislation should be enacted which would implement the Ministerial statement and which would effectually prevent any risk to a Local Authority in this matter, and it was indeed informally understood at that time that a draft of such a Bill was under consideration. Up to the present time, however, it has not been forthcoming.

It should be noted that the Interim Report of the Uthwatt Committee on Compensation and Betterment, when published in July, 1941, made recommendations, *inter alia* :—

PART I.—DEALINGS IN LANDED PROPERTY.

(Para. 6)

" . . . the evidence we have received from numerous individuals and associations is to the effect that so far there has been little or no speculation in land in developed areas . . . "

(Para. 7)

" We assume that as a general principle the Government are not prepared to allow any person, whether a 'speculator' or not, to obtain, at the expense of the public, out of his landed property, any financial gain by reason of war conditions or post-war reconstruction *We recommend that the Government should now announce, as a general principle, that compensation ultimately payable in respect of public acquisition of land, or the public control of land, will not exceed sums based on the standard of 'pre-war values,' by 'pre-war values' we mean value at the 31st March, 1939, which is the date adopted for the purposes of measuring compensation under the War Damage Act, 1941. We suggest that this maximum should be adopted for such period, whether or not extending beyond the end of the war, as will be required to enable the long-term policy of planning to be determined and any alterations in the present principles governing compensation to be worked out.*

" It must not be forgotten that the 'pre-war value' includes in it any element of potential development value which existed before the War."

(Para. 8)

" In this connection we draw attention to the fact that for the purposes of assessing compensation under the War Damage Act, 1941, in respect of buildings damaged or destroyed by enemy action, it is necessary in many cases to place a figure on the site value of the land equivalent to its value on the 31st March, 1939. Though we do not recommend that the site value claimed or arrived at in assessing compensation for the damaged or destroyed buildings on the land (which site value the proprietor might in that connection desire to keep down) should be taken as necessarily conclusive of the pre-war site value, *we recommend that in all cases of assessment of compensation payable in respect of the public acquisition or control of such land regard should be paid to the site value so claimed or arrived at.*"

In the Final Report of this Committee published in September, 1942, Chapter VII, dealing with assessment of compensation on acquisition of land and for injurious affection under the heading "Assessment of Compensation for Land Purchased."

(Para. 194)

" In our Interim Report we advised that the compensation payable on public acquisition (or control) of land should not exceed sums based on the standard of values at the 31st March, 1939 We adhere to these recommendations"

These points were supported by a chronological summary by Mr. Remembrancer of statements made in Parliament (Appendix VI).

Deputation to
the Minister
of Town and
Country
Planning.

The Deputation of the Special Committee which was led by the Chairman was introduced (on the 31st March, 1943) by Alderman Sir George Broadbridge, Bt., K.C.V.O., Senior M.P. for the City of London, who touched briefly upon the reason for the application to the Minister having been made. The Chairman of the Special Committee then indicated both in speech and by the submission of the memorandum (see p. xi) already referred to the purpose of the Corporation's representations now being made in the form of the Deputation. The Minister thanked the Deputation for their submissions. The Minister was reminded of the several statements on the subject of protective legislation which had been made in Parliament from time to time and asked whether he could indicate the possibility of legislation which would meet the Corporation's point and thus enable the plan to be published without fear that by doing so the local authority would run risks in the matter of acquisition of land for reconstruction purposes. The Minister said he was afraid he could not promise that legislation would be forthcoming at an early date. He indicated that other local authorities had considered statements made by Ministers in the Houses of Parliament adequate for the purpose and had accordingly published their plans. The subject was discussed for some time, the Minister stating that he would be quite prepared to make a further statement in the House of Commons should this be considered likely to be helpful. So far as the Corporation's draft plan was concerned he suggested that the Corporation should submit the plan to the Royal Fine Art Commission for their observations.

Draft Plan to
Royal Fine Art
Commission.

In accordance with the Minister's request the suggestion that the Corporation should place the draft plan before the Royal Fine Art Commission was considered by the Special Committee on the 30th April, 1943, who informed us that they were in favour of it; we concurred and instructed the Officers accordingly. It was decided that plans should be prepared for the Commission and on the 9th June, 1943, the Town Clerk and the City Engineer attended at the offices of the Commission to give preliminary details and to enable the latter to be heard as to the various aspects of the scheme.

The Commissioners were provided with a copy of the plan and of other alternative proposals for various points in the scheme, together with information in regard to the limitation of height of buildings.

On the 16th September, a further meeting was arranged. On this occasion our Chairman and the Chairman of the Special Committee invited the Royal Fine Art Commission to a joint meeting with us and the Special Committee Deputation at Guildhall House when a memorandum submitted by the Commission on various questions in connection with the draft scheme was considered and the City Engineer heard on the technical aspects.

We wish to record our appreciation of the assistance which the Commission has given us, despite the comparatively short time during which the proposals have been before them. In our recommendations, we ask for authority to continue the discussions which we feel would be of further benefit.

At the National Housing and Town Planning Conference on the 7th October, 1943, Mr. W. S. Morrison, Minister of Town and Country Planning, spoke on post-war planning. In the *Times* of the following day, the report of the conference includes the following paragraphs from his speech :—

Speech by
Mr. W. S.
Morrison,
Minister of
Town and
Country
Planning.

“Therefore, while they (the Government) have given, and are still giving, unremitting attention to the subject, they have been determined not to be hustled into premature conclusions. Their deliberate findings are now nearly ready for presentation. These include their proposals for giving effect to the two pledges already given—that they accept the principle of the public acquisition of all land in reconstruction areas, and the principle that, in order to prevent post-war reconstruction from being prejudiced by speculation, the compensation payable for the public acquisition or control of land should not exceed the standard of values at March 31st, 1939.

“Mr. Morrison said the pledges given by the Government meant that local authorities could go ahead with the making of plans, secure in the knowledge that they would have possession of the land in the reconstruction areas.”

Your Committee felt that this latest Ministerial pronouncement indicated a continuity in the views of three successive Ministers which could be accepted as an earnest of the Government's intention ultimately to introduce appropriate legislation for the protection of a local planning authority and accordingly, on the 21st October, 1943, our Chairman informed your Honourable Court, in reply to a question, that steps would be taken to present this Report to you at an early date.

Support of your Committee's interpretation of the statement of the Minister of Town and Country Planning referred to above and of their decision that it was now appropriate to report to the Court was furnished by a reference in the House of Lords on the 10th December, 1943. On this occasion Lord Woolton, newly appointed Minister of Reconstruction, referred to the urgency of legislation dealing with the acquisition of land and indicated that a White Paper setting forth the Government's views on Compensation and Betterment would shortly be published. (An extract from his speech is given in Appendix VI, page.xxix.) It has been satisfactory to us to know that after many representations, to which we feel we have made a not unhelpful contribution, the Government, following promises made over a period of two years, are at last proposing to take positive action in this matter.

Statement by
Lord Woolton,
Minister of
Reconstruction.

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APPENDICES

APPENDIX I

SECRETARIES' OFFICE,
INLAND REVENUE,
SOMERSET HOUSE, W.C. 2.
10th February, 1941.

SIR,

Ministry of Works and Building Expert Committee on Compensation and Betterment.

I enclose for convenience of reference a copy of the Statement made by Lord Reith, Ministry of Works and Buildings, in the House of Lords on the 29th January, 1941, when announcing the appointment of the above Committee.

The Committee propose to consider in the first place the question set out in the second paragraph of their terms of reference, *viz.*, "To advise, as a matter of urgency, what steps should be taken now or before the end of the war, to prevent the work of reconstruction thereafter from being prejudiced." And they direct me to invite the Officers of the City Corporation to furnish a full written memorandum of their views on this part, and, at the present stage, on this part only, of the terms of reference. The wider aspects of the Committee's task will be taken up at a later date, when they will again seek your assistance.

The Committee would be glad if this statement could be sent to me at Somerset House as early as possible and not later than four weeks from this date. It is probable that they may wish the written statement to be supplemented by oral evidence if the Officers concerned can make it convenient to attend at some date to be arranged.

I am to add that the Committee would, of course, understand that any views expressed would be the personal views of the Officers, and would not necessarily be those of the City Corporation itself.

Yours faithfully,
(Signed) H. WILLIAMS,
Secretary.

THE TOWN CLERK,
CITY OF LONDON CORPORATION.

As the Committee will be approaching you for a statement of your views on the wider aspects of their terms of reference in due course, they desire me to suggest, for your consideration, that the preparation of such a statement might now be commenced in order to save delay at a later stage.

Statement in the House of Lords, 29th January, 1941, by Lord Reith, Minister of Works and Buildings.

I welcome this opportunity of announcing a particular initial step in the preparatory work for reconstruction.

In the debate on 13th November, there was reference to the difficulties of compensation and betterment. Existing provisions have not worked satisfactorily. They have been proved an obstruction to planning throughout the country.

The Royal Commission on the Distribution of the Industrial Population recommended that the subject should be remitted for expert examination. If it was important then it is imperative now with the post-war reconstruction in view.

I have accordingly appointed an expert Committee. The Committee will not deal with policy issues; these are the concern of the Government.

In addition, confronted with the complication referred to in the Noble Lord's Question—the possibility of speculation during the war hampering or prejudicing the work of reconstruction thereafter—we have asked the Committee to advise urgently on that point.

Membership of the Committee :—

Mr. Justice Uthwatt (Chairman) with the kind approval of my Noble and Learned Friend on the Woolsack; Mr. James Barr; Mr. Gerald Eve; Mr. F. R. Evershed, K.C.; Mr. James Wylie.

Terms of reference :—

"To make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land;

"To advise, as a matter of urgency, what steps should be taken now or before the end of the war, to prevent the work of reconstruction thereafter being prejudiced. In this connection the Committee are asked;

"To consider (a) possible means of stabilising the value of land required for development or redevelopment, and (b) any extension or modification of powers to enable such land to be acquired by the public on an equitable basis;

"To examine the merits and demerits of the methods considered;

"And to advise what alterations of the existing law would be necessary to enable them to be adopted."

The latter part of these terms of reference makes it clear that the Government do not intend that reconstruction after the war shall be hampered or prejudiced in any way by speculative transactions or any other such individual operations carried out in advance.

Memorandum of Evidence submitted by Officers of the Corporation of the City of London, with the approval of the Improvements Committee of the Corporation, to the Expert Committee on Compensation and Betterment, Ministry of Works and Buildings, 28th March, 1941.

We have examined and discussed the terms of reference :—

“ To advise as a matter of urgency what steps should be taken now or before the end of the war to prevent the work of reconstruction from being prejudiced.”

on which we were invited to give evidence and beg to submit the following Memorandum.

Most action which can be proposed either as a matter of urgency or ultimately depends upon :—

(1) The objects in view.

(2) The persons or corporate agency through which the objects should be achieved.

It is taken as common ground that, without going into details and definitions, reconstruction of damaged towns should be subject to and guided by the principles of good planning practice. This supposes the existence of a paper master-plan setting out the broad lines of use of buildings, lines of roads and open spaces in relation to existing conditions. While recognising the general principle of decentralisation in the Barlow Report, and indeed taking it into account, it appears to us that the tradition and efficiency of London will continue to be best served by regarding the City as a commercial use zone in broad terms with such road traffic connections as are set out in the Bressey Report, namely, a ring road in the north of the City and a similar road in the south.

Large areas of the City have been destroyed except for the roads and the services within them ; an occasional but rare steel-framed building alone stands ; small areas have suffered in greater or smaller degree. These parts have a road lay-out not appreciably altered since mediæval times, and will require considerable re-shaping to ensure economical planning and efficient conduct of business and to accord with modern traffic requirements.

This re-shaping will entail the elimination of a number of small streets and footways, the widening of certain other streets, and the construction of certain new streets. The land is in the ownership of many persons and bodies, including charities, trusts, etc.

It cannot be assumed that because a building is destroyed the building lease or sub-leases have been all disclaimed and it must be borne in mind that the shape, size and position of freeholds vary widely and are not necessarily conveniently placed to facilitate economical rebuilding.

From ministerial statements and discussions in Parliament it appears to us that the machinery of reconstruction is to be designed and operated, first by a central authority controlling the broad principles affecting the country at large, secondly by a regional authority and thirdly by local authorities whose functions and powers are likely to have to be exercised subject to national and regional requirements. Until, however, the respective functions of all three authorities are defined, we have difficulty in advising your worshipful Committee with precision.

In considering immediate action, the provisions of Clause 7 of the War Damage Bill will be of some assistance when passed into law. The Bill provides—

1. That payments in respect of war damage shall be in conformity with the public interests as respects Town and Country Planning.

2. That the War Damage Commission may by notice published in the *London Gazette*, specify a particular area wherein any person who proposes to make good war damage shall inform the Commission of the proposal. Provision is made for consultation between the Commission and the local authority of the specified area and for the local authority to be given the opportunity of making representations to the Commission. Any such Notice is to be registered as a local land charge under the Land Charges Act, 1925.

3. That where such a Notice has been published and the Commission are satisfied that the damage should not be made good, they may make a value payment instead of a cost of works payment. The Commission may also require a person to whom a value payment is made to apply the payment to the construction, alteration or acquisition of a building in substitution for the damaged hereditament.

As soon as the Bill becomes Law the War Damage Commission will come into being so that the making of representations to it may be an immediate step.

The whole problem of post-war planning and reconstruction is intimately associated with the control of the individual owner's building activities. We suggest that the present statutory and other powers governing development are inadequate to meet the circumstances which will arise in reconstruction after the War. Subject to questions of policy, which will have to be determined by Parliament, we suggest the following matters for consideration :—

(a) That the local authority be empowered to declare the whole or any part of its area as a reconstruction area. This declaration should be made by resolution in reference to a map. Immediately following such declaration, the control of all development in such areas shall be vested in the local authority. This procedure would be similar to that previously and extensively operated under various Housing Acts in relation to slum clearance areas, except that under those Acts the subsequent initiative and responsibility for building rest solely in the hands of the local authority.

(b) That the local authority shall prepare and make public its plan for redevelopment, showing new streets and alterations to existing streets, etc., utilisation of land, the height, coverage and light angles for new buildings. All redevelopment within the area shall conform to such plan as a condition of War Damage compensation awarded by the War Damage Commissioners.

(c) That the local authority shall be required to afford owners of property an opportunity of expressing, within a prescribed period, their willingness to comply with the plan and regulations. If such owners fail to agree, the local authority shall have resort to its powers arising from the

area having been declared a reconstruction area, by virtue of which the title and control of land belonging to owners who fail to agree within that area shall be immediately vested in the local authority, compensation being determined by an appropriate tribunal in due course. It is important for purposes of speedy action that the effective control shall be at once transferred to the local authority and compensation settled subsequently in a manner comparable with the procedure under the Defence Regulations and the Compensation (Defence) Act.

The question of the basis of compensation is not a matter upon which we have been asked at this stage to submit evidence and we therefore do not propose to deal with it in this Memorandum. We are, however, of opinion that the most careful consideration will have to be given to amendment of the existing law on this subject.

The foregoing suggestions should, in our view, be made applicable to undamaged as well as damaged property; otherwise the owner of war-damaged property, who is already penalised by enemy action, may suffer to a still greater extent, while the owner of undamaged property derives a benefit from the scarcity value of the accommodation he owns.

Another step of immediate importance is the suspending of the terms of the Town and Country Planning (General Interim Development) Order, 1933 (Town and Country Planning Act, 1932) in so far as it empowers an applicant to build if his application is not given a decision by the local authority within two months. Although such an applicant would have many difficulties in obtaining materials, etc., we are of the opinion that the legal position should be clarified so that the local authority can temporarily refuse consent, without compensation, on other grounds than those laid down in the Act and Order.

Other immediate action is conditioned partly by questions of technical staff. It is the common experience of local authorities that technical staff, both on the structural and valuation sides, is increasingly difficult to obtain. They are engaged on war work at the moment, and increases would be necessary if large-scale negotiations were to be opened at once, or engineering drawing produced by them or by statutory undertakers in connection with new roads and services.

In conclusion, since the tasks thrown on local authorities in the matter of Civil Defence are so heavy, and one cannot suppose that large numbers of technical men would be released from the Army for planning and cognate work, the only proposals relating to post-war reconstruction which can be immediately undertaken are, apart from the legislation desirable for enforcing planning measures after the war, mainly preventive rather than constructive. It would appear that in the public interest the broad principles on which reconstruction and the finance thereof will be carried out should be declared at an early date.

SECRETARIES' OFFICE,
INLAND REVENUE,
SOMERSET HOUSE, W.C. 2.
31st March, 1941.

Ministry of Works and Buildings Expert Committee on Compensation and Betterment.

GENTLEMEN,

I refer to my letter of the 10th February inviting your views on the urgent question set out in the second paragraph of this Committee's terms of reference (of which a copy was enclosed). My Committee have no wish to hurry you on this important matter but they will be glad to receive, in the form of a written memorandum, such observations and suggestions as you may wish to put forward on the wider aspects of the Committee's enquiry.

In particular, the Committee would desire to be furnished with an expression of your views on the following specific matters:—

(1) The scheme for the acquisition by the State of the development rights in undeveloped land set out in paragraphs 251-256 of the Report (published in 1940 as Cmd. 6153) of the Royal Commission on the Distribution of the Industrial Population.

(2) The general scheme of public control and acquisition of land in its relation particularly to the question of compensation, both as regards purchase price of the land acquired and for injurious affection, etc. In this connection, it is desired that consideration should be given to the *Lex Adickes* and other schemes such as are set out in paragraphs 257 *et seq.* of the said Report.

(3) Betterment and its recovery.

(a) As regards developed land;

(b) As regards undeveloped land, your views are invited on the alternative hypothesis that the scheme referred to at (1) above is regarded

(i) as acceptable, with or without modifications, or

(ii) as unacceptable.

(4) Except in so far as otherwise covered, what alterations are necessary or desirable in the existing law and machinery in regard to town and country planning and the public control and acquisition of land.

Three copies of the memorandum should be sent to me at Somerset House as soon as possible and, in any event, not later than the 15th May. If delay is likely to occur in obtaining the approval of your Governing Body to the memorandum, the Committee would be glad to receive advance copies of the memorandum which in the circumstances would be treated as provisional only.

Yours faithfully,

(Signed) H. F. WILLIAMS,
Secretary.

THE CORPORATION OF LONDON,
GUILDHALL, E.C. 2.

Special consideration will be necessary in regard to the service pipes, conduits, plant, etc., on and under the public way in streets which may not be perpetuated, and to the manner of placing of the same in new streets; the bearing of the costs, as between the Reconstruction Authority and the statutory undertaker owners, in both aspects, is of considerable importance.

In addition to the revisions to existing legislation set out above which would affect the Reconstruction Authorities, there are certain special issues which apply only to the City :—

1. Under existing compulsory purchase legislation (in particular the Metropolitan Paving Act, 1817) it is not possible to purchase the whole of a property, unless the owner agrees, for improvement purposes; it is very desirable that the Corporation should possess, independent of any powers in a scheme under the 1932 Act, this facility.

2. The Corporation should be granted power to maintain public open spaces out of rates.

3. Powers should exist whereby, before entering into a building lease, an intending lessor and lessee should be required to give notice to the local authority and the latter should indicate to the applicants whether or not they require any or all of the land for improvement purposes.

4. That an acquiring authority should have power to take possession of the land within a specified time after the service of a Notice to treat, should they so desire.

Some of these powers exist in general legislation, but are not available in the City.

We assume that the London County Council will revise the requirements of the London Building Acts, etc., to accord with modern methods of construction, particularly in relation to air-raid precautions and the danger from fire.

SECRETARIES' OFFICE,
INLAND REVENUE,
SOMERSET HOUSE, LONDON, W.C.2.

DEAR SIR,

17th March, 1942.

Ministry of Works and Buildings, Expert Committee on Compensation and Betterment.

My Committee has recently had under consideration the suggestion made by the Corporation in their second Memorandum of Evidence to the additional items which might be included in Section 19 of the Town and Country Planning Act, 1932, to allow for the exclusion of compensation. The items suggested in the Evidence include the control of hoists and cranes capable of operating over a highway, and in order that further consideration may be given to this particular point, my Committee would be glad if you would be good enough to amplify this portion of your Evidence by indicating the Corporation's present powers in the matter, the circumstances in which compensation may require to be paid under existing legislation, and the precise lines along which it is considered that amendment should be made.

Yours faithfully,

H. F. WILLIAMS,
Secretary.

THE TOWN CLERK,
GUILDHALL, E.C. 2.

Further Memorandum by Officers of the Corporation in amplification of Evidence as to the Powers of the Corporation of the City of London in the matter of the Control of Hoists and Cranes referred to in letter from Secretary of Expert Committee on Compensation and Betterment, dated 17th March, 1942.

(Submitted with the approval of the Improvements Committee, 31st March, 1942.)

The Corporation's present powers in the matter consist in the following :—

The City of London Sewers Act, 1848, Section 154 *et seq.* read as follows :—

SECTION 154.

" And it be enacted, That if the Commissioners shall consider any Porch, Shed, Projecting Window, Step, Cellar, Door or Window, or Steps leading into any Cellar or otherwise, Lamp, Lamp Post, Lamp Iron, Sign, Sign Post, Sign Iron, Showboard, Window Shutter, Wall, Gate, Fence, or Opening, or any other Projection or Obstruction that hereafter may be placed or made against or in front of any House or Building, to be an Annoyance, in consequence of the same projecting into or being made in or endangering or rendering less commodious the Passage along any Street, it shall be lawful for them to give Notice in Writing to the Owner or Occupier of any such House or Building to remove such Projection or Obstruction, or to alter the same in such manner as the Commissioners shall think fit; and such Owner or Occupier shall within Fourteen Days after the Service of such Notice upon him remove such Projection or Obstruction, or alter the same in such manner as shall have been directed by the Commissioners."

A crane can be described as a " projection placed against or in front of a building . . . rendering less commodious the passage along any street "—particularly and very obviously when in use.

SECTION 155.

" And be it enacted, That if the Owner or Occupier of any such House or Building shall neglect or refuse, within Fourteen Days after Service of such Notice upon him, to remove such Projection or Obstruction, or to alter the same in such manner as shall have been directed by the Commissioners he shall forfeit and pay any Sum not exceeding Five Pounds for every such

Offence ; and it shall be lawful for the Commissioners to cause the same to be removed or altered ; and all the Charges for such Removal or Alteration shall be repaid to the Commissioners by such Owner or Occupier, and in default of Payment the same may be levied and recovered in the same manner as Penalties and Forfeitures are by this Act directed to be levied and recovered."

SECTION 156.

" And with regard to all Projections or Obstructions of a like kind as those before mentioned, which have been erected, placed, or made against or in front of any House or Building in any Street before the Commencement of this Act, be it enacted, That it shall be lawful for the Commissioners, if they shall consider any such Projection or Obstruction to be an Annoyance, in consequence of the same projecting into or being made in or endangering or rendering less commodious the Passage along any Street, to cause the same to be removed or altered as they shall think fit : Provided always, that the Commissioners shall give Notice in writing of such intended Removal or Alteration to the Owner or Occupier against or in front of whose House or Building such Projection or Obstruction shall be, Seven Days before such Removal or Alteration shall be commenced, and shall make reasonable Compensation (to be ascertained, in case of Dispute, by any Justice, in manner by this Act directed) to every person who shall incur any Loss or Damage by such removal."

It would not appear necessary or obligatory for a person proposing to erect a projection or obstruction against or in front of any building to make application to the Corporation (as successors to the Commissioners of Sewers) ; the practice of obtaining a permission arises from the desire of the building owner or occupier to know what the Corporation considers as not constituting an annoyance within the meaning of the Act, and to assist, the Corporation has from time to time prepared certain conditions and regulations.

The City of London (Various Powers) Act, 1911, Section 29 (1) states :—

" The Corporation may make and enforce Bye-laws for the purpose of controlling the construction or erection or setting upon under or in such a manner as to project into or over any street of cellars vaults steps leading to cellars cellar flaps coal plates lamps cranes clocks reflectors signs pavement lights tablets sun blinds or any other structure or projection whether of a temporary or permanent character and hereinafter in this section referred to as ' street projection ' and may by such bye-laws control and prescribe the dimensions height and extent of street projections or any other matter in connection therewith for securing the safety and protection of the public or the amenities of the street. Provided that nothing in this section shall extend or apply to any wires or apparatus of the National Telephone Company Limited or to any canopies over-hanging lamps illuminated or other signs maps poster cases and other railway advertisements and direction notices constructed erected or set up by any railway company with the consent of the Corporation or to any similar projections that may hereafter be set up to replace any such existing projections provided the same be of similar dimensions and character as such existing projections."

The Act of 1848 is very comprehensive in the discretion it gives the Corporation. Permission under license during the Corporation's pleasure as to duration has normally been given provided the apparatus conforms as to dimensions concerning height from the ground, projection when at rest and when extended, are respected. It would seem that the Corporation has absolute discretion to withhold permission or to withdraw permission, if granted, without compensation, except in those cases where it could be established that the apparatus was in position before 1848. Since, however, the whole planning and circulation of goods traffic in a building often depends upon the manner in which the goods are carried in and out the withdrawal of a permission would be a serious hardship to the building occupiers, and deteriorate the value of the property for certain uses.

The Act of 1911 gave the Corporation power to make and enforce Bye-laws for the purpose of controlling, *inter alia*, the erection of cranes in the City. Draft Bye-laws were prepared for signs, lamps, clocks, etc., including cranes, but at the request of the Improvements and Town Planning Committee that part of the draft dealing with cranes was deleted in 1938 because that Committee considered that its control would become more remote in relation to situation as distinct from dimensions if cranes were made the subject of a Bye-law.

There is one over-riding weakness to the whole of the above in that none of the existing or hitherto proposed legislation which succeeded in controlling any type of structure which was fixed behind but capable of operating in front of a building ; indeed control was limited in regard to the physical size and position and took little or no cognisance of the manner in which the apparatus is used. You will be doubtless aware that there are types of crane capable of being entirely withdrawn into the building, examples of which could always be shown to you by arrangement.

In proposing an amendment to existing legislation the intention was to clarify and consolidate previous enactments, to control not merely the physical existence but also the use of such apparatus on and over the public way and to associate this control with those parts of a Town Planning scheme relating to traffic flow and use of buildings.

Amendment to existing practice should, it is submitted, therefore consist of the introduction of powers of the character of Section 19, of the Town and Country Planning Act, 1932, in the following sense :—

" The provisions of Section 19 of the Act of 1932 giving the Minister power to exclude compensation in certain classes of cases included in paragraphs (a) (b) (c) (d) (e) (f) (g) (h) (i) (j) (k) and (l) of sub-Section (i) of the said Section 19 shall also apply in regard to any provision of a scheme which restricts the erection of any new hoist or crane capable of operating so that it loads or unloads vehicles standing in any highway, or restricts the provision of any new stallboard or pavement flap, or prevents, after a period of five years from the coming into

operation of any scheme, the retention, after notice has been given by the Common Council, of any existing hoist or crane capable of operating so that it loads or unloads vehicles standing in any highway, or of any existing stallboard or pavement flap."

The purpose of suggesting restrictions on the erection of hoists, cranes, stallboards and pavement flaps is that although they are minor equipment to a building capable of being added to after the erection of the original structure they create a means of loading and unloading vehicles standing on any highway classified or otherwise and thereby seriously obstructing the flow of both vehicular and pedestrian traffic. One of the important purposes of the Restriction of Ribbon Development Act, 1935, was by the provision of loading docks for a building from 250,000 cubic feet in volume and of Section 19, 1 (1) of the Town and Country Planning Act, 1932, for other buildings, was the limitation of such traffic flow obstructions. In effect a hoist or pavement flap allows the public way to be used as a free loading dock to the detriment of traffic and to the disadvantage of those buildings which have provided or have been compelled to provide loading docks.

It would be an additional advantage if any amendment to existing legislation could, when dealing with the question of "existing buildings" to which reference was made elsewhere in the Corporation Evidence, limit by conditions or extinguish, without compensation, the right to replace a crane existing in a building destroyed since March, 1939, whether by enemy action or otherwise.

APPENDIX II

Extract from City Engineer's Report to the Improvements Sub-Committee.

CITY ENGINEER'S OFFICE,

10th October, 1941.

Post-War Reconstruction. War Damage Act, 1941. Section 7.

I beg to report that the War Damage Commission has invited local authorities to submit suggestions for the specification of "areas" of "classes of works" in connection with the restoration of damaged buildings, with a view to securing that payments should not be made by the Commission unless the restoration will "conform with the public interest as respects town and country planning and the preservation of amenities" (in the words of the War Damage Act). It should be noted at once that the present Report deals only with damaged buildings, the compensation for which will be in the form of "cost of works." In the case of "value payments" for totally demolished properties, the Commission is already empowered by the Act to impose conditions for the protection of the public interest without any procedure of specifying areas, etc.

Following a conference with your Chairman, the Chairman of the City Lands Committee and your officers, the War Damage Commission has specified the whole of the City of London, as your Worshipful Committee are doubtless aware, to be a district wherein certain "classes of works" must be notified to the Commission before the works are carried out, in order that that body may consult with the Corporation in the protection of the public interest; failure to notify involves forfeiture of compensation. The classes of works which have been prescribed are works of which the total ultimate cost will exceed £1,000, or ten times the net annual value of the hereditament, whichever is the less.

There remains to be settled the "areas" in which a more complete control is desirable in view of the nature of the property and the need for replanning in detail. This control consists in the obligation to submit proposals for *all* works (other than temporary works) to the Commission, in default of which compensation will be withheld.

With regard thereto I RECOMMEND that a letter be directed by the Town Clerk in the following terms in reply to the invitation of the War Damage Commission:—

"With reference to your letter of the 5th August, 1941, inviting the Corporation to define areas in accordance with paragraph 10 of the Memorandum enclosed with the Ministry of Health's Circular 2448, I am instructed to forward the following observations and proposal.

"Whilst it is agreed that the areas to be specified should of course be kept as small as possible, in order to reduce the administrative organisation to a minimum, you will appreciate that the whole City is an area in which replanning is essentially a matter of great detail, where high site values will prompt owners to make use of every available foot of floor space whether its restoration would conform with good planning or not, and where therefore the most complete financial control appears desirable. The exclusion even of those parts where all the properties are total losses, thus qualifying for a value payment only, would be difficult, as the resultant uneven and ill-defined boundary would greatly complicate the task of the semi-skilled staff who would, it is understood, be dealing with the claims in the first place.

"I therefore have to submit that the whole of the City should be specified as an area in which proposals for all works (other than temporary works) must be submitted, in accordance with Paragraph 10 of the above-mentioned Memorandum."

APPENDIX III

MINISTRY OF WORKS AND BUILDINGS,
LAMBETH BRIDGE HOUSE, S.E. 1.

12th September, 1941.

DEAR MR. ROACH,

When you were here on Wednesday you told me that, before discussing plans with various interests concerned, your Committee would welcome a note from me on the land speculation issue.

I think that I cannot do better than refer to my statement in the House of Lords on 17th July. I said "The Committee recommend that the compensation payable in public acquisition or control of land should not exceed sums based on the standard of values at March 31st, 1939. The Government accept this principle and legislation to give effect to it will be introduced in due course. The detailed application of the principle requires consideration. Adjustments may be needed to meet particular cases, and the principle must be open to review if circumstances arise which make its application inequitable. It is contemplated that the principle will remain in force for a limited period during which long-term policy for the reconstruction of town and country after the war is being settled."

I can now assure you that the Government stands by that statement.

Yours sincerely,

(Signed) JOHN REITH.

THE TOWN CLERK,
CITY OF LONDON.

APPENDIX IV

Statement made by the Chairman of the Improvements and Town Planning Committee to the Court of Common Council, 18th September, 1941.

The Court will remember that authority was recently sought for the printing and circulation of the Report of the Improvements and Town Planning Committee in regard to the question of the replanning of the City. It was then thought that it might be possible to submit an interim report to your Honourable Court shortly after the recess, but as this has not been found to be possible, although meetings have been held during the vacation, my Committee feel that the Court should be acquainted of the position as it stands at the moment.

Your Honourable Court is aware that an Expert Committee on Compensation and Betterment was appointed by H.M. Government (the Chairman of which is the Hon. Mr. Justice Uthwatt) to make an objective analysis of the subject of the payment of compensation and recovery of betterment in respect of public control of the use of land, and to consider, *inter alia*, possible means of stabilising the value of land required for development or redevelopment, and any extension or modification of powers to enable such land to be acquired by the public on an equitable basis. This Committee invited local authorities and other interested parties to submit suggestions on the subject and memoranda prepared by your Officers and approved by my Committee were submitted to them and your Officers also attended and were heard.

The Expert Committee, in their Interim Report issued on the 25th April last, recommended that the Government should announce as a general principle that compensation ultimately payable in respect of public acquisition of land or of the public control of land will not exceed sums based on the standard of pre-war values, meaning values as at the 31st March, 1939, which date I may say, coincides with that put forward on our behalf. This showed that the Committee had fully in mind the difficulties affecting the ascertainment of compensation in respect of the compulsory acquisition of land under the existing law, and that it is their desire that no inflation of property values which would increase the cost of reconstruction to the public purse should be allowed.

Announcements that the Government accepted this principle were made in the House of Lords and the House of Commons on the 17th July, 1941, by Lord Reith and Mr. Arthur Greenwood, when it was also stated that planning authorities should have adequate powers to acquire land in order to secure that planning schemes shall be effectively carried out, and that legislation to give effect to those principles would be introduced as soon as war circumstances permitted.

Your Honourable Court no doubt will also have observed that the War Damage Commission has issued a Notice under Section 7 (2) of the War Damage Act, restricting proposals for the execution of works of war damage repair in the City and other areas costing more than £1,000 or 10 times the net annual value of the hereditament, whichever is the less, without first informing the Commission who, in turn, will consult local and Planning Authorities on such proposals. Your Committee, who were consulted prior to the issue of this notice, are fully in accord with the action taken.

At an interview which the Town Clerk and the City Engineer had with Lord Reith at his invitation, the question of the position of Planning Authorities, pending the introduction of the promised legislation, was discussed, and a letter has been received from Lord Reith in which he states that the Government accepts the principle of the standard of value for compensation recommended by the Uthwatt Committee, but the detailed application of it requires consideration, and it must be open to review if circumstances arise which make its application inequitable or adjustments are needed to meet particular cases.

My Committee are fully sensible that H.M. Government intend to act, and they recognise that the acceptance by it of the principle of a standard of value and the restriction of expenditure on war damage repairs are indications of its intentions, but there are many other aspects which have to be taken into consideration, and in view of the fact that no pronouncement has yet been made as to the full powers which will be given to safeguard local authorities in the execution of town planning schemes and having in mind the limited nature of the Corporation's existing statutory powers and that the introduction of legislation to deal with an unprecedented situation cannot reasonably be expected in a short period, my Committee do not feel they are in a position to advise your Honourable Court that the submission of a plan—even in outline—showing any proposals for the replanning of the City, is a step which should be taken at the present juncture.

At the same time, my Committee feel that it is their duty to acquaint your Honourable Court of the position in order that they may ascertain whether your Honourable Court is in agreement with the view they have taken, or, if not, to receive such instructions as the Court may, in its wisdom, consider advisable.

I would, however, impress upon the Court the fact that much work has already been done. A draft plan, which is purely of a provisional nature, is in being, representing much careful work by the City Engineer and his staff. My Committee have been and are actively engaged in the consideration of the elements of this plan, and in the formation of certain general principles for the replanning of the City, and they are in consultation with the appropriate Government Departments, the London County Council and other statutory bodies. They hope that this course meets with the approval of your Honourable Court, and that your Honourable Court will give them authority to confer, at such times as may appear expedient, with the appropriate Committees of the Corporation, and with representatives of owners, architects and others interested. In the meantime, I would emphasize that they intend to give the fullest consideration to any representations or suggestions which those concerned may desire to put before them.

Your Honourable Court will appreciate the magnitude and complexity of the task of formulating a scheme which will, as far as is humanly possible, visualise the needs of generations to come, a task which requires long and earnest consideration, but I may perhaps say that the cardinal points which my Committee have in mind are the preservation of the characteristics and traditions of the City, whilst at the same time providing adequate accommodation for commercial purposes and improved facilities for traffic both in and around the square mile.

I need not add, my Lord Mayor, that if the Court is satisfied that my Committee is proceeding on right and proper lines they will, as soon as they feel that circumstances warrant it, submit as speedily as possible the fullest details to it in order that the widest publicity may be given to the subject.

APPENDIX V

Report of the Special Committee of the 23rd October, 1942, to the Court of Common Council.

To the Right Honourable the Lord Mayor, Aldermen and Commons of the City of London, in Common Council assembled.

We, whose names are hereunto subscribed, of your SPECIAL COMMITTEE, DO CERTIFY that, in connection with our reference from your Honourable Court of the 25th June, 1942, to co-ordinate the work of the various committees so far as it relates to questions of post-war reconstruction, we have received from the Improvements and Town Planning Committee a resolution forwarding a report of the City Engineer on the memorandum and plan of the Royal Academy Planning Committee for the architectural redevelopment of London, as far as they affect the City of London, and recommending that the views expressed in the Report be sent in suitable form to the Minister of Works and Planning.

It is relevant to recall that it was on the suggestion of the Minister, Lord Portal, that the Royal Academy Planning Committee forwarded a copy of their memorandum and plan for the consideration of the Corporation and that the Committee expressed the hope that the plans would be studied and criticised since they were most anxious to profit from such criticism.

We have given careful consideration to Mr. Engineer's Report (a copy of which is appended), and are fully in agreement with the views expressed therein which, in our judgment, constitute an admirable criticism of the proposals of the Royal Academy Committee. We are of opinion, however, that the paragraph in the Royal Academy Committee's memorandum with regard to the London Markets quoted in the penultimate paragraph of Mr. Engineer's Report calls for some comment.

As your Honourable Court is aware the question of the future of the Corporation's Markets is one of high policy which is engaging the attention of the several Committees concerned and one which will, in due course, form the subject of a report to your Honourable Court. In the meantime we consider that it should be stated most emphatically that the Corporation cannot accept the assertion of the Royal Academy Committee that the present positions of all the principal Markets are a great hindrance to traffic and the development of Central London, nor the opinion that they should be distributed at new positions on the ring road.

We accordingly beg to recommend that should the views of the City Engineer as expressed in the appended Report as well as our submission in regard to the Corporation's Markets meet with the approval of your Honourable Court, a copy of this, our Report, embodying the Report of Mr. Engineer,

be forwarded to the Minister of Works and Planning as representing the considered views of the Corporation on the proposals of the Royal Academy Planning Committee relating to the City of London.

All which we submit to the judgment of this Honourable Court.

Dated this 23rd day of October, 1942.

H. ROPER BARRETT.
W. H. CHAMPNESS.
FRED GILLETT.
G. S. ELLISTON.
GERVASE E. WOOD.
W. E. SYKES.
E. H. ANNING.
BANISTER FLETCHER.
GEO. H. M. VINE.
H. A. EASTON.

C. W. WHITAKER.
JOHN PAKEMAN.
LOUIS A. NEWTON.
J. E. K. STUDD.
MAURICE JENKS.
GEORGE BROADBRIDGE.
H. LESLIE BOYCE.
J. LOCKHART GOW.
W. FORTESCUE.
HERBERT S. SYRETT.
FRED WHITTINGHAM.

CITY ENGINEER'S OFFICE,

To the Worshipful

The Improvements and Town Planning Special Sub-Committee.

30th July, 1942.

GENTLEMEN,

Proposals of the Royal Academy Planning Committee.

In accordance with your Worshipful Committee's instructions, I have carefully examined the plan submitted to the Corporation by the Royal Academy Planning Committee and, as required by you, I now have the honour to place before you my observations so far as the City of London is affected, in view of the limited information of the Government's plans on essential factors.

I feel that the Royal Academy Committee has approached the problem with different considerations in view from those which, I believe with your approval, I personally have had in the preparation of the preliminary draft reconstruction plans and reports which I have presented to your Worshipful Committee. I have considered the City of London primarily and foremost as a Market and a place of commerce—the heart indeed of the commerce of the British Empire and the greatest market in the world, the needs of which must be properly met, but not extravagantly served. It is a place which, while retaining all of what is appropriate of the old, should be provided with a road system properly linked with those in districts contiguous to the City, which will serve Greater London and national needs in the provision of through traffic routes with the most effective siting (having particular regard to the devastation by enemy action which has taken place). There should be a subsidiary road lay-out to avoid congestion and interference with the City's business purposes. One cannot but be proud—and who could claim to be prouder than the Corporation—of the City's historic and architectural master-pieces whose future settings should be in every way worthy, but one must remember that this City cannot be regarded simply as a museum, as a gallery for aesthetic gratification, nor yet as a public park. I have suggested the conservation wherever possible of those things which are traditional in the City, and the avoidance of destruction of comparatively new buildings of construction amounting in value to hundreds of thousands of pounds.

The City is not, and never can be, whatever the destruction by enemy action of its buildings, in any sense regarded as a virgin building estate. Your Worshipful Committee are well aware that below the surface of the streets of the City are countless services of water, electricity, gas, Post Office telephones, sewers, hydraulic mains, etc., whose value amounts to some millions of pounds. The cost of removing these from sterilised streets and providing new services under new streets will represent enormous capital expenditure. One must limit one's consideration to proposals which have some likelihood of practical realisation. The rebuilt City of London can, by no flight of fancy be imagined as a "City of dreaming spires," but a practical plan can be prepared which will adequately display such architectural beauties as have been spared, and allow of appropriate reconstruction on existing sites. In the draft plan which I submitted to your Worshipful Committee the sites of all City churches are left intact.

I think it desirable to stress this before commenting on the plan now under consideration. I know that in some quarters a "practical" outlook is held in positive disfavour, but it is, I feel, not unreasonable that the interests of those who will be called upon to provide the money in payment for whatever schemes are ultimately adopted shall be constantly held in mind. It is not difficult to think extravagantly and to plan expensively, if cost is disregarded, though it is by no means necessarily desirable.

The plan now submitted by the Royal Academy Planning Committee, which differs in some degree from that submitted by them to your Worshipful Committee earlier this year, follows the general recommendation of Sir Charles Bressey in the Highway Development Survey of 1937, in that it provides a ring road for the by-passing of through traffic.

Other features of the plan are the removal of Liverpool Street Station to Bethnal Green, the demolition of the Mansion House and certain of the Insurance Company buildings at the Bank junction, and various road alterations and new roads.

The main feature, however, clearly subordinating all others, in the Royal Academy plan, is the treatment of St. Paul's Cathedral, so as to isolate and provide vistas of it.

The Northern arm of the Ring Road begins at the junction of Gray's Inn Road and proceeds to cross Farringdon Road at Charles Street, bridges the railways, and continues due East to Aldersgate Street, it cuts off the corner of Charterhouse Square and then divides, one arm proceeding due East

out of the City towards Finsbury Square, and the other South-East to St. Giles, Cripplegate, along London Wall, and in a straight line from the junction of Wormwood Street and Bishopsgate to the corner of Houndsditch and Aldgate. This route will involve the demolition of a number of modern steel-framed buildings.

The plan for the Southern arm contemplates the continuation of the present Embankment Eastwards under Blackfriars Bridge, past a junction with New Bridge Street which would necessitate the demolition of Unilever House and thence to a point at the intersection of the line of the foreshore with the extension Southward of the axis of the transept of St. Paul's Cathedral. Here the road divides into a new street to Queen Street Place, and a continued Embankment route.

The next important building, partial demolition of which is involved by the Embankment route is Vintry House. The route proceeds thereafter Eastwards to the Tower. The Embankment proposal would involve the narrowing of the river at a point where it is already narrowest, a scheme which, recollecting your early consideration of more limited proposals I put before you, it is felt will not be favoured by the Port of London Authority, having regard to the probable scouring effect, and to the harmful results which the increased velocity of the river currents is likely to have on the foundations of the nearest bridges.

The scheme provides for a monumental architectural treatment (having a frontage of 450 ft.) as a feature on the river front itself. In order that its front may be square with the axis of the Southern vista, it is made to project at its South-western corner—a distance of 75 ft. into the river. I suggest this would be unlikely to receive the approval of the Port of London Authority. In addition to the partial demolition of Vintry House already referred to, the plan would require complete obliteration of the Quay and Loading Construction at Adelaide House, and also that at New Fresh Wharf, which was completed just prior to the war, and of the river facilities of Billingsgate Market. Your Worshipful Committee will appreciate that in your consideration of a draft scheme you considered it vital to avoid curtailment of these important riverside adjuncts to the commerce of the Port of London, East of London Bridge.

The Western arm, that is to say the North and South route of the ring road, consists of a reconstructed New Bridge Street. The demolition of Unilever House, already referred to, is the first requirement and, thereafter, every building on the West side between the Embankment and Fleet Street, is shown as requiring demolition. On the East side of the Street a new frontage is created on the line of the present Eastern boundary of the railway embankment, shown to be demolished. This assumes that the railway line is removed, a scheme with which one is in complete aesthetic sympathy (and recalls the controversy at the time the bridge was constructed). One appreciates, however, the considerable importance of this line, forming so important a link between the North and South sides of the river and also the unfortunately enormous cost which would be involved in sinking it below ground and under the river. The central area of New Bridge Street is shown (coloured green) as an immense grass plot 750 ft. long by 150 ft. wide, with traffic gaps. The total width of the widened New Bridge Street is shown as 300 ft. at its middle section and 200 ft. at its Southern end. The cost involved in these proposals would, of course, be prodigious for the highways themselves, let alone the acquisition of buildings, trades, interests and railways, compensation, and the cost of new works.

The treatment of the surroundings of St. Paul's Cathedral to which, as I have already said, all other matters are really subordinated, the remainder of the City being a back-ground of various improvements and road widenings, consists first in the creation of an area approximately 330 yards long and 200 yards wide in the centre of which the Cathedral is planned to stand isolated. This would involve clearing everything from the Cathedral as far as the North side of Paternoster Row, the East side of Old Change, to beyond the South side of Carter Lane, involving the demolition of a considerable part of the most recently constructed section of the Faraday Building Post Office extension, and to the West side of Ludgate Square, and almost as far as Stationers' Hall. In this clearance, Ludgate Hill is completely obliterated, and thus is broken the association of this route for centuries with a place of worship on the site of St. Paul's. The approach to the Cathedral from the west is via Fleet Street which would disgorge into the vast oblong about 100 yards across by 250 yards long already referred to, which, as has already been indicated, is to replace New Bridge Street. The precise function of this proposal is not clear. From the middle of the oblong concerned, however, the co-axial with the extension of the axis of the Cathedral, is shown a new road about 120 ft. wide, leading to the Cathedral. So far as the central area is concerned, the site is not a level one, and I am unable to say how these differences in level are to be treated. Nor is there any indication as to how traffic is to circulate.

The desirability of opening up an area round the Cathedral to this considerable extent is, of course, extremely debatable. The idea of such a clearance has been toyed with for many years and the views of many in this matter are perhaps crystallised in the words of Justin McCarthy, writing at the end of the last century, some time after the construction of the Ludgate Hill Railway Bridge:—

“ St. Paul's is well placed—there in the very thick of the crowd and traffic. It would show to more advantage no doubt if it were set upon an open plateau but after all, is it not better as it is ? Is not the place of such a Cathedral more fittingly set in and amidst the crowd ? The work of the pastor does not lie in picturesque and dignified solitude, but among the houses and the cottages and the garrets, I always think in this way of St. Paul's. Let it stand there, with the waves of the world's traffic beating on its very steps The mission of St. Paul's, to my thinking, is in its standing firmly planted there in the very centre of the common-place traffic, and bearing its silent testimony to other and greater realities.”

In this western treatment representing the complete obliteration of so large a proportion of the City to such an extent that it would be virtually unrecognisable, roads are stopped up, sewers and services abandoned, and new building blocks laid out, all apparently without regard to existing circumstances above or below ground.

The treatment to the south of the Cathedral providing an opening up of the view from the river such as has been referred to on many previous occasions is shown on the plan in a manner which appears to be likely of satisfactory realisation. I have already referred to this in the note regarding the proposed Embankment route, particularly in regard to the design at the riverside.

To the North East is shown an entirely new street about 80 ft. wide running from the Cathedral to Finsbury Square. So far as I can see the only purpose and function of this new street is to provide an additional view of the dome of St. Paul's. I can see no other justification for it. The amount of land sterilised as a result of it would be considerable, without corresponding benefit. In fact it would, I think, simply provide an additional load of traffic to the centre of the City where it is least desired, instead of confining it to the ring road whose very purpose is to avoid this condition. This proposal will involve interference with, and curtailment of, all existing streets which do not correspond with its line. Its Southern junction will also involve considerable alteration and widening of St. Martin's-le-Grand and Aldersgate Street. I should also point out that it would involve the demolition of a practically complete block of the most recent steel-framed buildings in the City, namely, Empire House, Armour House, Courtaulds, etc., between Gresham Street, Foster Lane, St. Martin's-le-Grand, and Cheapside. Cheapside itself is shown as substantially widened on the North side and altered on the South. Gresham Street is completely altered at its western end. In fact, it disappears. The length between the North-eastern route and Aldersgate is apparently to be incorporated in new building blocks. This new alignment also would result in demolishing a portion of the new and substantial building, Leith House.

King Street is shown to be widened which would, of course, involve the demolition of the modern buildings therein. Similarly, the widening of Queen Street as shown will involve the demolition of the modern buildings recently erected there.

The next most drastic alteration to which I should refer is Queen Victoria Street. The proposal here is to move the Eastern section of Queen Victoria Street bodily about 100 ft. to the South. This proposal ignores the existence of main sewers of considerable size, of subways, and of railways.

The proposal, so far as the Bank junction is concerned is to create a clearance with a semi-circular traffic roundabout. This proposal will involve the destruction of the block No. 1/3, Lombard Street, the demolition of the Mansion House, the demolition of the building block down to the first public way in Cornhill, between Nos. 14/15, Cornhill. These office buildings referred to are modern steel-framed blocks of costly construction.

Most other main streets are shown widened, including Moorgate, Cornhill, Threadneedle Street, Leadenhall Street (in a way which would involve the setting back of such modern steel-framed buildings as the Friends Provident Building Society, "Lloyds," "Royal Mail House," etc., etc.), which one cannot but feel would be better omitted from consideration at the present time.

In considering road improvements, imagination must be harnessed to and inseparable from close and careful consideration of the facts in regard to traffic load and traffic flow. One should not, I suggest, contemplate at the present time, or within the period immediately following the war when every piece of building space will be vital, the demolition or setting back of steel-framed buildings erected at a very considerable cost, any interference with which will add enormously to a reconstruction scheme without providing a proportionate benefit to the community.

Another route to which I should draw attention is a suggested new street between Eastcheap, by Rood Lane, cutting through Mincing Lane and Mark Lane to the Minories, the reason for which is not apparent. This street would involve the demolition of the lofty and modern block of buildings, Walsingham House; it will involve a skew-bridge with big spans to carry the Fenchurch Street Railway line over the new route, and probably some disturbance of the curtilage of St. Olave, Hart Street. Reference also should be made to the suggestion for re-modelling the bridge-head of London Bridge between Cannon Street and Eastcheap, proposals which would involve the disappearance of several other buildings which have withstood the heaviest bombs.

Other streets are widened, but the plan shows little appreciation of the need for simplifying traffic flow on main routes by eliminating minor means of access, while no attention is given in the plan to many subsidiary roads, *e.g.*, the panel between Chancery Lane and Farringdon Street bounded by Holborn and Fleet Street, despite the amount of damage in it, is not touched, nor is the maze of by-ways through Fore Street and Wood Street area, apart from the 80 ft. diagonal road, already referred to, running counter to all that exists.

In general the roads and road improvement are primarily planned so as to avoid interference with the sites of the existing City churches, but where the church is in the line of the street, the church appears to remain projecting into the new street. This, however, may be indicated more clearly in the detailed plans.

No particular treatment of the site of Billingsgate Market is indicated on the plan, but in the accompanying Memorandum of the Royal Academy Committee, under date May 14th, 1942, the following paragraph appears :—

"The Royal Academy Committee suggests that Billingsgate Fish Market might be moved elsewhere, indeed the present positions of all the principal Markets are a great hindrance to traffic and the development of Central London. They should be distributed at new positions on the ring road."

In the foregoing report I have, of course, touched only briefly on the countless matters which are affected by the proposals delineated on the plan before you, and should you require more extensive comment on any one or all of them, you will no doubt instruct me when I will prepare a fuller report.

I have the honour to remain, Gentlemen,

Your most obedient Servant,

(Signed) F. J. FORTY,

City Engineer.

APPENDIX VI

Summary of Statements in Parliament in regard to Public Acquisition of Land.

Statements accepting the recommendation contained in the Interim Report of the Uthwatt Committee on the "March, 1939, ceiling" were made in the House of Lords by Lord Reith (Minister of Works and Buildings), and in the House of Commons by Mr. Arthur Greenwood (Minister without Portfolio) on the 17th July, 1941 (three months after the Committee had submitted their Report), in the following terms :—

"The Government much appreciates the contribution which Mr. Justice Uthwatt's Committee makes towards the solution of difficult problems. It is of great value.

"The Committee recommends that the compensation payable in public acquisition or control of land should not exceed sums based on the standard values at the 31st March, 1939. The Government accepts this principle and legislation to give effect to it will be introduced in due course. The detailed application of the principle requires consideration. Adjustments may be needed to meet particular cases, and the principle must be open to review if circumstances arise which make its application inequitable. It is contemplated that the principle will remain in force for a limited period during which long-term policy for the reconstruction of town and country after the war is being settled."

The Statement then went on to deal with other matters in the Report.

Subsequent references by Ministers as to the introduction of legislation are as follows :—

30th September, 1941.—The Minister without Portfolio (Mr. Arthur Greenwood) :—

"Considerable progress has been made in the drafting of legislation consequent upon the recommendations of the Uthwatt Committee and the Government hope to introduce the Bill before Christmas."

7th October, 1941, by Lord Reith in the House of Lords :—

"The embryo has produced a Bill which will be introduced. I can assure the noble Viscount (Viscount Samuel) that the Bill is in an advanced stage . . . it in fact covers the points which he mentioned and which were referred to in the first Uthwatt Report. I hope it may be possible to introduce the Bill sooner rather than later than the Minister without Portfolio suggested in another place"

"Speculation, as I thought I made clear to your Lordships in July, has been dealt with. There will be no chance for people to cash in on war speculation in site values in bombed areas. I mentioned in July that March prices will be taken as a maxima, so that I do not think there will be anything by way of profit in that direction."

11th February, 1942, Lord Reith in the House of Lords and Mr. Arthur Greenwood in the House of Commons announced the decision of the Government as to a Central Planning Authority by stating that the existing powers in relation to Town and Country Planning were to be transferred from the Ministry of Health to the Minister of Works and Buildings who was to be given the title of "Minister of Works and Planning."

Lord Reith then said

" that legislation based on the Uthwatt Interim Report will be introduced before next Christmas."

21st April, 1942, Lord Portal (Minister of Works and Buildings), said :—

" Further amending legislation was referred to and much has been drafted, but after consultation with Mr. Justice Uthwatt and Lord Justice Scott, who now hope to furnish me with their Reports and then introduce one Bill.

"No time should be lost by this postponement. *The Government have already announced that they accept the principle of the First Uthwatt Report regarding war-time speculation in land, and though that Report itself stated that legislative action was not at present required, I can assure your Lordships that the importance of dealing with this question will not be lost sight of as one realises how vitally it affects all the future of planning in this country.*"

17th March, 1943, Mr. Henry Strauss (Parliamentary Secretary to the Ministry of Town and Country Planning) said in answer to a question relating to post-war housing :—

"The Government are considering, together with other recommendations of the Uthwatt Committee, the detailed application of the principle that compensation payable in respect of the public acquisition or control of land should not exceed sums based on the standard of values of 31st March, 1939, *but I am unable to say when legislation will be introduced.* There is, in the opinion of my Right Honourable Friend the Minister of Health, nothing to prevent local authorities intelligently carrying out his request."

It should also be noted that on the 22nd September, 1943, Lord Snell, replying for the Government, in the House of Lords, said :—

" The Government have accepted . . . the principles of the 1939 ceiling subject to the proviso that its detailed application would require consideration. The application of that principle is indeed by no means so simple as might at first sight appear to be the case. For example, to apply the ceiling only to the purchase of land by local authorities or by the Government while other purchasers are left free to find their current market level might well be to impose a special disadvantage upon those landowners whose land was selected for public purposes. Similarly many owners of revenue earning property have had their property destroyed by enemy action and have been compelled to acquire premises elsewhere often at a high scarcity value. If these latter premises should be selected for purchase by the planning authority it might well be that to pay only the 1939 value might impose a direct loss upon the owner. I mention these difficulties, which by no means cover the whole ground, simply by way of illustration of the problems which arise from the application of even so comparatively simple a recommendation as that of the 1939 ceiling."

and on the 10th December, 1943, Lord Woolton, speaking (in the House of Lords) in regard to the prospect of legislation in connection with the acquisition of land

"First let me say that I agree that this is a matter of great urgency and that until it is settled it will not be possible to proceed to specific development proposals I think perhaps those who complained about delay in this matter and complained quite justifiably, are not so much concerned to see the Bill as to know what it is that people can do under the Government proposals, and, therefore, in spite of the fact that Parliament has had rather a lot of White Papers, I am going to suggest that it should have another

"The White Paper will be in addition, and legislation will follow the White Paper. Your Lordships have more experience than I have of the length of time it takes to get legislation prepared, even when you have made up your mind what you want to legislate about. I was therefore trying to help the position, if I could, by saying that however long it may take to get legislation—and I hope it will not be long—the Government will make their intentions fully known by means of a White Paper which will be available shortly after Christmas. The White Paper—this may be of some use to those concerned—will cover the question of compensation and betterment in its widest sense, and will provide the background against which Parliament can consider the Bill when it is presented.

"As to the scope of this Bill, I can perhaps add to the statement that has already been made in another place. It will define the scope of the powers of purchase, the procedure to be followed in exercising these powers, and by whom purchase will be made. The Bill will also include any necessary provisions with regard to the basis of purchase, including the application of the 1939 ceiling. As has already been pointed out in this debate, the 1939 ceiling has been accepted in principle by His Majesty's Government as the basis of these terms. My noble friend opposite was concerned lest the definition of a reconstruction area in the Bill might be too restrictive to allow for proper planning. I can relieve his anxiety on that point. The Bill will provide for the acquisition of all land essential to the proper planning of an area, including land which lies outside the immediate limits of the area that has been devastated. This will also apply to obsolescent areas which need replacing or restoring as a whole."

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CORPORATION OF THE CITY OF LONDON

TOWN PLANNING SURVEY 1936

REFERENCE

| | |
|---|--|
| Residential. | |
| Commercial. | |
| Warehouses & Wharves. | |
| Wholesale Markets. | |
| Industrial. | |
| Statutory Undertakings. | |
| Shops and Stores (Retail). | |
| Public Buildings. | |
| Open Spaces and sites of disused Burial Grounds. | |

Colours represent predominant use of each site, except that:—

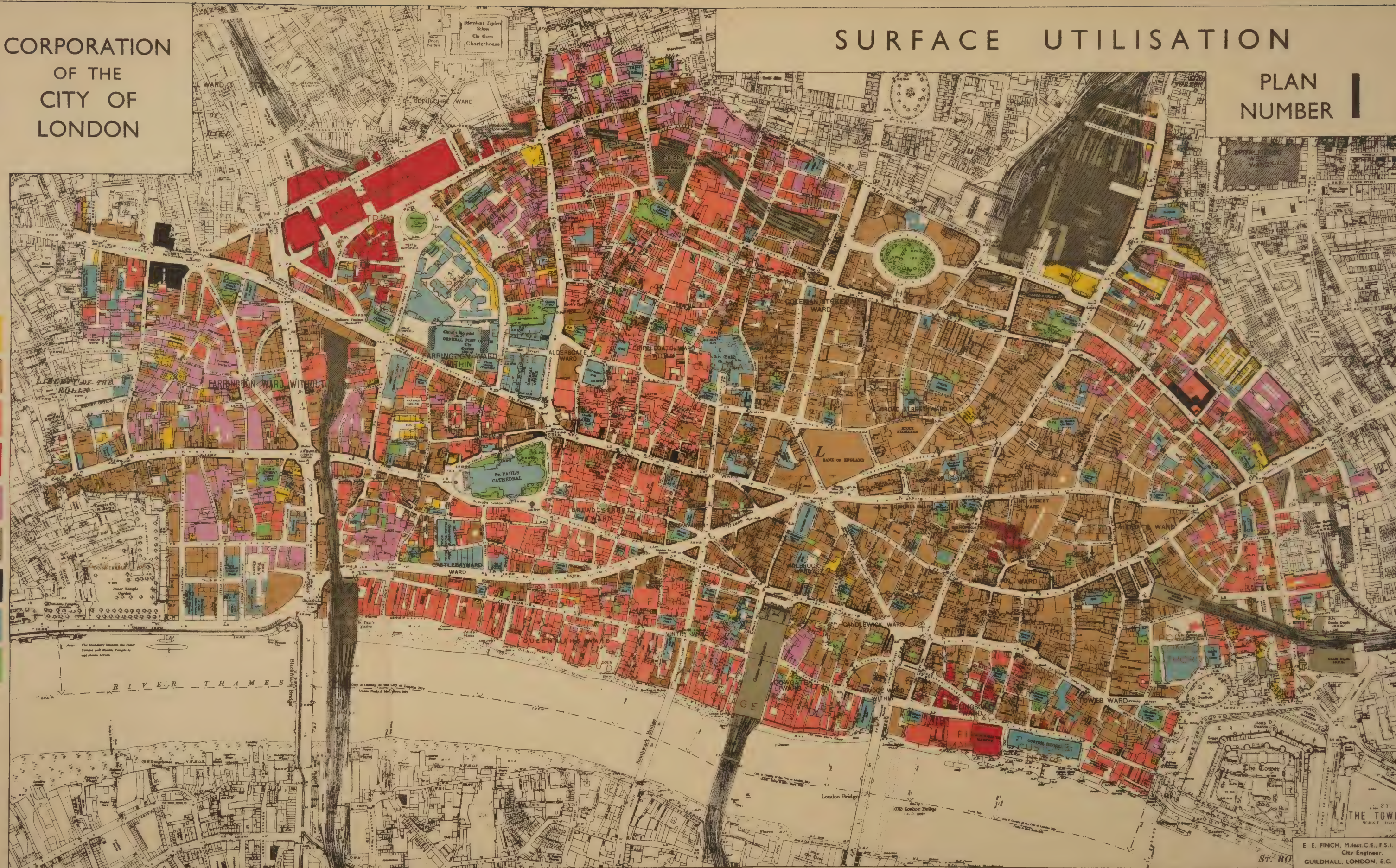
- Retail Shops on Ground Floor only are shown by black bar over general colour.
- Warehouses with Offices in the same building are shown as Warehouses.
- Industrial occupation mixed with Warehouse and/or Offices is shown Industrial.
- Building blocks uncoloured represent sites cleared for development or existing buildings empty at time of survey.

Descriptive overprint in gold indicates generally predominant trades, industries, markets and other uses in the several parts of the City.

For sources of information and full explanation, see Joint Report by Mr. Engineer and Mr. Gerald Eve, February, 1936.

SURFACE UTILISATION

PLAN
NUMBER 1







CORPORATION OF THE CITY OF LONDON

TOWN PLANNING SURVEY 1943

REFERENCE

AREAS WHERE REDEVELOPMENT MAY BE CONSIDERED IMMINENT.



AREAS WITHIN THE CITY OF LONDON WHERE IMMEDIATE REBUILDING MAY BE CONSIDERED IMPROBABLE including fully framed and semi-framed buildings.



PLACES OF WORSHIP AND BUILDINGS OF HISTORIC INTEREST within the City of London.



OPEN SPACES.
All categories.



RIVER THAMES.



Redevelopment means generally the erection of a new building or the material alteration of an existing building.

Sites uncoloured represent land occupied by other buildings, streets, etc.

For existing Railways and Major Subways, see Plan No. 1B.

The information on this plan is as accurate as possible at the time of its preparation, but nothing herein implies or indicates proposals of the Corporation in relation to any site, nor can anything herein be cited as evidence of the condition or structure of a building or of the use of land; or of a right of way or of title to property or land.

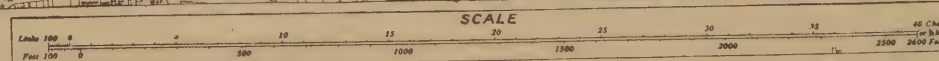
OPPORTUNITIES AND CONSIDERATIONS IN THE REDEVELOPMENT OF THE CITY OF LONDON

PLAN NUMBER 1A



F. J. FORTY B.Sc. M.Inst.C.E.
CITY ENGINEER
GUILDHALL, E.C.2

CHARLES SKIPPER & EAST LTD., Printers & Lithographers, LONDON, E.C.2.







CORPORATION
OF THE
CITY OF
LONDON

TOWN
PLANNING
SURVEY
1944

REFERENCE

OVERHEAD AND SURFACE
RAILWAYS.

OPEN CUT RAILWAYS.

CUT AND COVER
RAILWAYS.

DEEP LEVEL RAILWAYS.

PEDESTRIAN SUBWAYS,
PUBLIC CONVENIENCES,
ACCESSES AND BOOKING
HALLS TO UNDERGROUND
STATIONS.

SERVICE PIPE SUBWAYS
within the City.

RIVER THAMES.

Sewers and service mains generally are not
shown. For some typical plans of these
see drawings referred to in the evidence by
the City Engineer before the Royal Com-
mission on London Traffic, 1905.

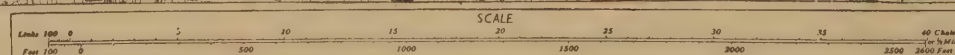
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the ground.

EXISTING RAILWAYS AND MAJOR SUBWAYS

PLAN
NUMBER **1B**



F. J. FORTY, B.Sc., M.Inst.C.E.
CITY ENGINEER,
GUILDHALL, E.C.2



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1944

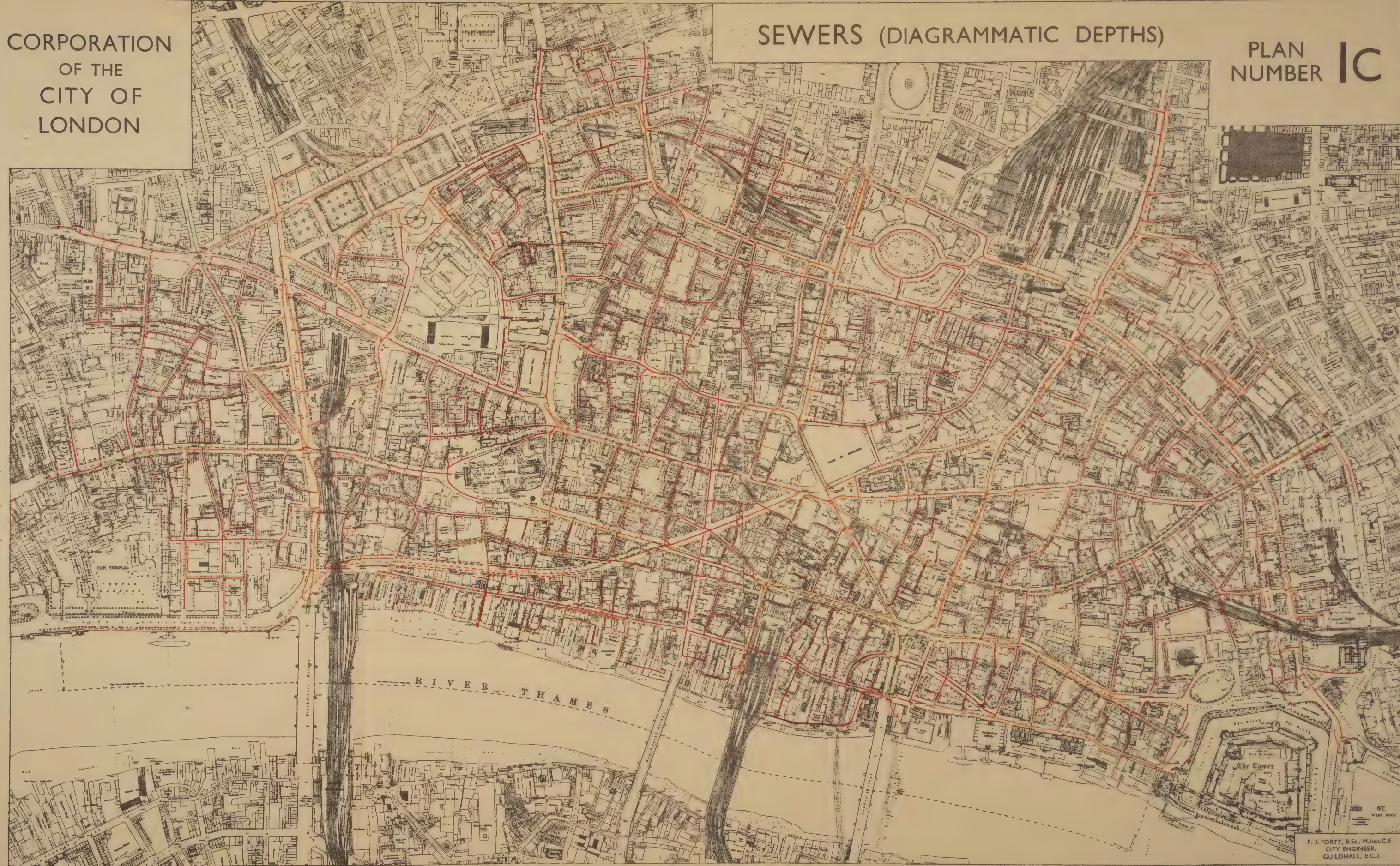
REFERENCE

| | PIPE SEWERS | BRICK SEWERS |
|---|----------------|-----------------|
| LESS THAN 20 FEET DEEP | — | — |
| MORE THAN 20 AND LESS THAN 40 FEET DEEP | — | — |
| OVER 40 FEET DEEP (GENERALLY NOT EXCEEDING 70 FEET) | — | — |

This map cannot be cited as evidence of the ownership, position, extent or absence of any works either on or below the surface of the ground.

SEWERS (DIAGRAMMATIC DEPTHS)

PLAN
NUMBER **IC**







CORPORATION OF THE CITY OF LONDON

TOWN PLANNING SURVEY

1936

REFERENCE

Heights expressed in Storeys above
Street Level or their equivalent.

| | | |
|--------------------------|-------------|--|
| | ONE STOREY | |
| Under 35 feet in height. | TWO STOREYS | |
| THREE | " | |
| FOUR | " | |
| Under 70 feet in height. | FIVE | |
| SIX | " | |
| SEVEN | " | |
| Over 70 feet in height. | EIGHT | |
| NINE | " and over | |

Approximate ground level
contours to the south of
St. Pauls Cathedral, figures showing height
above Ordnance Datum.

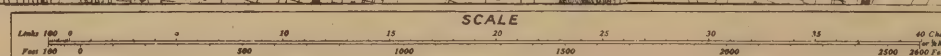
For sources of information and full
explanation see Joint Report by Mr.
Engineer and Mr. Gerald Eve, February,
1936.

HEIGHTS OF BUILDINGS

PLAN
NUMBER II



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REPORT
OF THE





TOWN
PLANNING
SURVEY
1936

REFERENCE

1904 Data from evidence
before Royal Commission
on London Traffic 1905.

1935 Data from Census of
Traffic by City of London
Police (supplemented).

One-way Streets.

Traffic Control Signal Lights.

1,000 Vehicles per day

2,500 " " "

5,000 " " "

| | | | |
|--------|---|---|---|
| 10,000 | ” | ” | ” |
|--------|---|---|---|

| | | | |
|--------|---|---|---|
| 15,000 | ” | ” | ” |
|--------|---|---|---|

1935

For sources of information and full description, see Joint Report by Mr. Engineer and Mr. Gerald Eve, February, 1936.

The above figures and the corresponding widths of coloured streams on map show the flow from 8 a.m. to 8 p.m. on weekdays of all traffic (including pedal bicycles) and public conveyances into various junctions of highways in the City of London.



E. E. FINCH, M.Inst.C.E., F.S.I.
City Engineer,
GUILDHALL, LONDON, E.C.

CHARLES SKIPPER & EAST LTD., Printers & Lithographers, LONDON, E.C.2.

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SCALE

Feet 100 0 500 1000 1500 2000 2500 3000

Miles 100 0 10 20 30 40



1875
1876
1877



CORPORATION OF THE CITY OF LONDON

TOWN PLANNING SURVEY 1939

REFERENCE

11-30 persons per 100 feet
street length.

31-50 persons per 100 feet
street length.

51-70 persons per 100 feet
street length.

71-90 persons per 100 feet
street length.

Over 90 persons per 100
feet street length.

Streets with 10 persons or less per 100 feet
are not coloured.

This survey, made in mid-December, 1939,
portrays the typical densities of pedestrians
in streets. The week-day maxima occur
generally with morning arrivals, evening
departures, and midday shopping. The survey
therefore emphasises the streets most
frequented by pedestrians at one or more
periods of the day, but does not represent
their actual distribution over the whole area
at any one time.

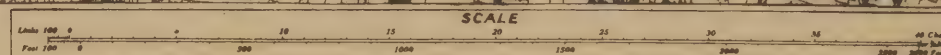
No account is taken of persons travelling
in vehicles, or of week-end, ceremonial or
other special occasions.

This plan should be compared with Plan
No. III, and read in conjunction with Plan
No. I for the existing position of retail
shops, and with Drawing No. 3b for the
existing position of main line and under-
ground railway stations.

The representation on this map of a road,
track or footpath, whether coloured or
not, is no evidence of a right of way, and
nothing shown can be cited as evidence of
title to property or land.

PEDESTRIANS IN STREETS: 1939

PLAN
NUMBER IIIA





1885

1885



CORPORATION
OF THE
CITY OF
LONDON

TOWN
PLANNING
SURVEY

1939

REFERENCE

Existing streets less
than 30 feet wide be-
tween buildings and
containing carriage-
way.



The representation on this map of
a road, track or footpath is no evi-
dence of the existence of a right
of way, and nothing shown can be
cited as evidence of title to property
or land.

NARROW STREETS: 1939

PLAN
NUMBER IV







CORPORATION
OF THE
CITY OF
LONDON

TOWN
PLANNING
SURVEY
1939

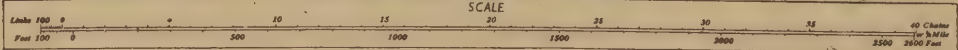
REFERENCE

- STREETS classified under the Ministry of Transport Act, 1919.
- OTHER PUBLIC WAYS.
- PRIVATE WAYS.
- OPEN SPACES AND DIS-USED BURIAL GROUNDS.
- RIVER THAMES.
- CITY BOUNDARY.

The representation on this map of a road, track or footpath is no evidence of the existence of a right of way, and nothing shown can be cited as evidence of title to property or land.

STREET PLAN: 1939

PLAN
NUMBER **V**







CORPORATION OF THE CITY OF LONDON

PRELIMINARY PROPOSALS
FOR THE POST-WAR
RECONSTRUCTION OF THE
CITY OF LONDON, 1944

REFERENCE

SPECIAL BUSINESS: OFFICES
Other buildings (except industrial and special industrial buildings) by consent.

GENERAL BUSINESS: OFFICES, BUSINESS PREMISES, SHOPS.
Other buildings (except special industrial buildings) by consent.

COMMERCIAL: OFFICES, BUSINESS PREMISES, SHOPS, LIGHT INDUSTRY.
Other buildings (except special industrial buildings) by consent.

UNDETERMINED:
No building without consent.

Closings and diversions of public way and land thus made available for new development are not distinguished by a separate colour: zone colour over a public way does not necessarily imply the closing of public rights therein.

EXISTING OPEN SPACES.
All categories.

PLACES OF PUBLIC WORSHIP AND OF HISTORIC IMPORTANCE.
If any buildings so marked is removed the use of the site is determined by the surrounding zone (subject to statutes more restrictive than the scheme).

GUILDHALL AREA.

AREAS REQUIRED
for specific proposed open spaces and for the improvement of amenities and traffic circulation.

MINIMUM ACQUISITION OF LAND
required for specific proposed open spaces and for the improvement of amenities and traffic circulation.

EXISTING PUBLIC WAY AS:-
MAIN STREETS

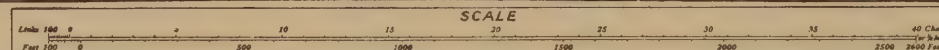
SECONDARY STREETS.

MINIMUM ACQUISITION OF LAND REQUIRED FOR STREET IMPROVEMENTS.

Lines of improvement (whether or not with alterations) and all other proposals illustrated on this drawing are preliminary suggestions only and have no statutory standing.

GENERAL PROPOSALS: LAND USE ZONING

DRAWING
NUMBER 1



CHARLES SKIPPER & EAST LTD., Printers & Lithographers, LONDON, E.C.2.





DRAWING NUMBER 2

REFERENCE

OVERALL HEIGHT (figures in red) IN AREA OF VIEW OF ST. PAUL'S CATHEDRAL, inclusive of architectural features and all projecting structures whatsoever.

Special control of architectural design and materials: cornice line generally 60 feet above ground level (with roof storeys thereabove to maximum overall height).

SHEER HEIGHT of elevation to street: **HEIGHT ZONE I.** Twice actual average distance of external wall from opposite side of street (subject to 80 feet maximum to cornice) and 63 degrees angular line of setback thereabove to maximum overall height.

SHEER HEIGHT of elevation to street: **HEIGHT ZONE II.** This zone includes area of control of St. Paul's Cathedral; one and a half times actual average distance of external wall from opposite side of street (subject to 80 feet maximum to cornice) and 56 degrees angular line of setback thereabove to maximum overall height.

In boundary streets between Height Zones I and II, Height Zone II determines sheer height on both sides of street.

"Height" and "Sheer Height" are measured from ground level except where otherwise stated.

Zone colour (a) over a public way does not necessarily imply the closing of public rights therein; or (b) over land proposed or used for special purposes or subject to statutes more restrictive than the scheme, does not imply any additional rights to development.

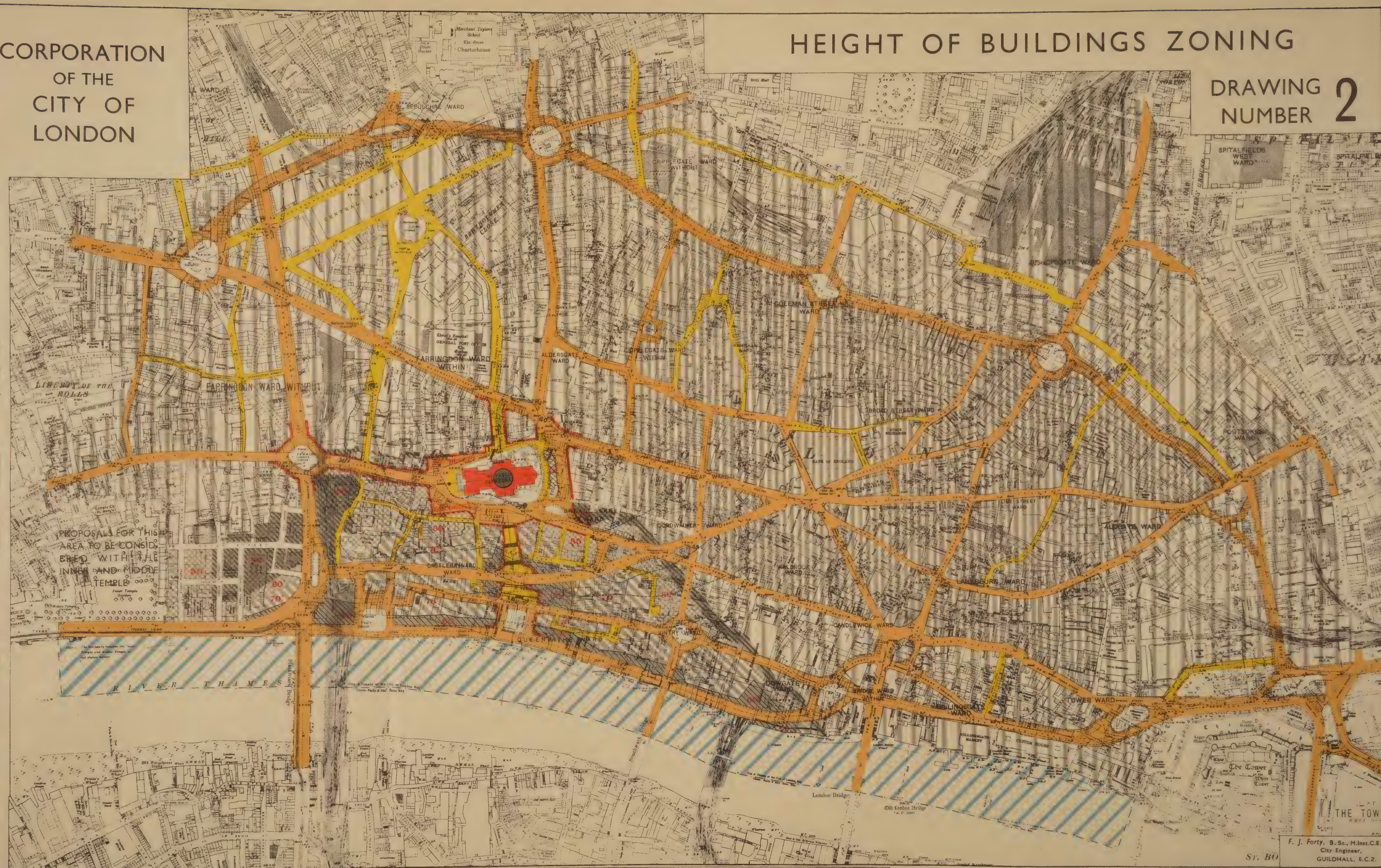
UNDETERMINED: RIVER THAMES.
No building without consent of the
Common Council.

Special provisions for (a) continuity of elevations on sites at corners between streets of different widths, and (b) for light areas within curtilage the general effect of which is to require an angular line of setback of $63\frac{1}{2}$ degrees from first floor slab level throughout the city.

No building may be erected so as to contravene any of the provisions of the London Building Act.

The above descriptions are general and approximate only, and are designed to be read within the sense of the Town and Country Planning Act, 1932, and amending Acts. (The full text of the proposed clauses on height and cover were published in February, 1939, for the guidance of applicants; this document is out of print but may be examined in the office of the Town Clerk or of the City Engineer.)

Lines of improvement (whether or not with alternatives) and all other proposals illustrated on this drawing are preliminary suggestions only and have no statutory standing.



F. J. Forty, B. Sc., M.Inst.C.E.
City Engineer,
GUILDHALL, E.C.2.

ST. BO

CHARLES SKIPPER & EAST LTD., Printers & Lithographers, LONDON, E.C.2.

W.F.B.L./1944

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CORPORATION OF THE CITY OF LONDON

PRELIMINARY PROPOSALS
FOR THE POST-WAR
RECONSTRUCTION OF THE
CITY OF LONDON, 1944

REFERENCE

THE RING ROUTE, generally
80 feet wide

MAIN STREETS

MINOR STREETS

All streets are coloured to the full widths proposed; the colouring of a private way does not imply necessarily the proposed acquisition of any private rights therein.

Land developed or available for
development (see Drawings No. I
and No. II for zoning).

Existing private and public open
spaces, disused burial grounds and
proposed islands at traffic
junctions.

Main line railways and passenger
stations.

Places of religious worship and
the Guildhall, the Mansion House,
the Monument and the London
Wall.

RIVER THAMES.

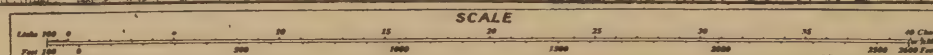
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STREET IMPROVEMENTS

DRAWING
NUMBER 3



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F. J. FORTY, B.Sc., M.Inst.C.E.,
CITY ENGINEER,
GUILDHALL, E.C.2





CORPORATION
OF THE
CITY OF
LONDON

PRELIMINARY PROPOSALS
FOR THE POST-WAR
RECONSTRUCTION OF THE
CITY OF LONDON, 1944

REFERENCE

Minimum area of land
necessary to acquire in
order to carry out the
widening of existing and
the creation of new
streets.



MINIMUM ACQUISITION OF LAND

FOR STREET IMPROVEMENTS SHOWN ON DRAWING No. 3.

DRAWING
NUMBER 3A

Lines of improvement (whether or not
with alternatives) and all other pro-
posals illustrated on this drawing are
preliminary suggestions only, and have
no statutory standing.

from the Ordnance Survey Map, with the sanction of the Comptroller of H.M. Stationery Office.



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CORPORATION
OF THE
CITY OF
LONDON

PRELIMINARY PROPOSALS
FOR THE POST-WAR
RE-CONSTRUCTION OF THE
CITY OF LONDON, 1944

REFERENCE

- RING ROUTE, generally 80 feet wide.
- MAIN STREETS.
- SECONDARY STREETS.

Streets in this drawing are shown in their anticipated relative importance to traffic circulation only, streets uncoloured are for access to buildings and subsidiary circulation, etc.

TRAFFIC CONTROL SIGNALS.

TRAFFIC LANES at important internal junctions.

At junctions on the ring route circulation is generally gyratory.

The proposed regulation of traffic is not shown in detail on this drawing. Installations of additional traffic control signals, one-way streets, "No right turns" (particularly near junctions and on the ring route generally) are necessary in various parts where existing conditions do not reasonably allow any alternative solution. Their extent and siting are matters within the authority of the Commissioner of Police for the City of London and depend, *inter alia*, upon the stages in which the improvements are executed and the relative volumes of traffic using new and existing streets from time to time.

MAIN LINE PASSENGER RAILWAY STATIONS, as existing.

LONDON PASSENGER TRANSPORT STATIONS, as existing.

PUBLIC TRANSPORT LAY-BYS, Diagrammatic possible siting (including one as existing) off the public way.

MULTI-STORY GARAGES, Diagrammatic possible siting.

RIVER THAMES.

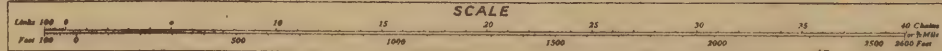
Lines of improvement (whether or not with alternatives) and all other proposals illustrated on this drawing are preliminary suggestions only, and have no statutory standing.

TRAFFIC CIRCULATION: DIAGRAMMATIC

DRAWING
NUMBER 3B



from the Ordnance Survey Map, with the sanction of the Comptroller of H.M. Stationery Office.







CORPORATION OF THE CITY OF LONDON

PRELIMINARY PROPOSALS
FOR THE POST-WAR
RECONSTRUCTION OF THE
CITY OF LONDON, 1944

REFERENCE

THE RING ROUTE, generally
80 feet wide

MAIN STREETS

MINOR STREETS

All streets are coloured to the full widths proposed; the colouring of a private way does not imply necessarily the proposed acquisition of any private rights therein.

Land developed or available for
development (see Drawings No. I
and No. II for zoning).

Existing private and public open
spaces, disused burial grounds and
proposed islands at traffic
junctions.

Main line railways and passenger
stations.

Places of religious worship and
the Guildhall, the Mansion House,
the Monument and the London
Wall.

RIVER THAMES.

Lines of improvement (whether or not with alter-
natives) and all other proposals illustrated on this
drawing are preliminary suggestions only, and have
no statutory standing.

ALTERNATIVE STREET IMPROVEMENTS

MAINLY AFFECTING THE RING ROUTE AND THE ENVIRONMENT OF ST. PAUL'S CATHEDRAL

DRAWING
NUMBER 4



from the Ordnance Survey Map, with the sanction of the Comptroller of H.M. Stationery Office.



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CORPORATION
OF THE
CITY OF
LONDON

PRELIMINARY PROPOSALS
FOR THE POST-WAR
RECONSTRUCTION OF THE
CITY OF LONDON, 1944

REFERENCE

Minimum area of land
necessary to acquire in
order to carry out the
widening of existing and
the creation of new
streets.

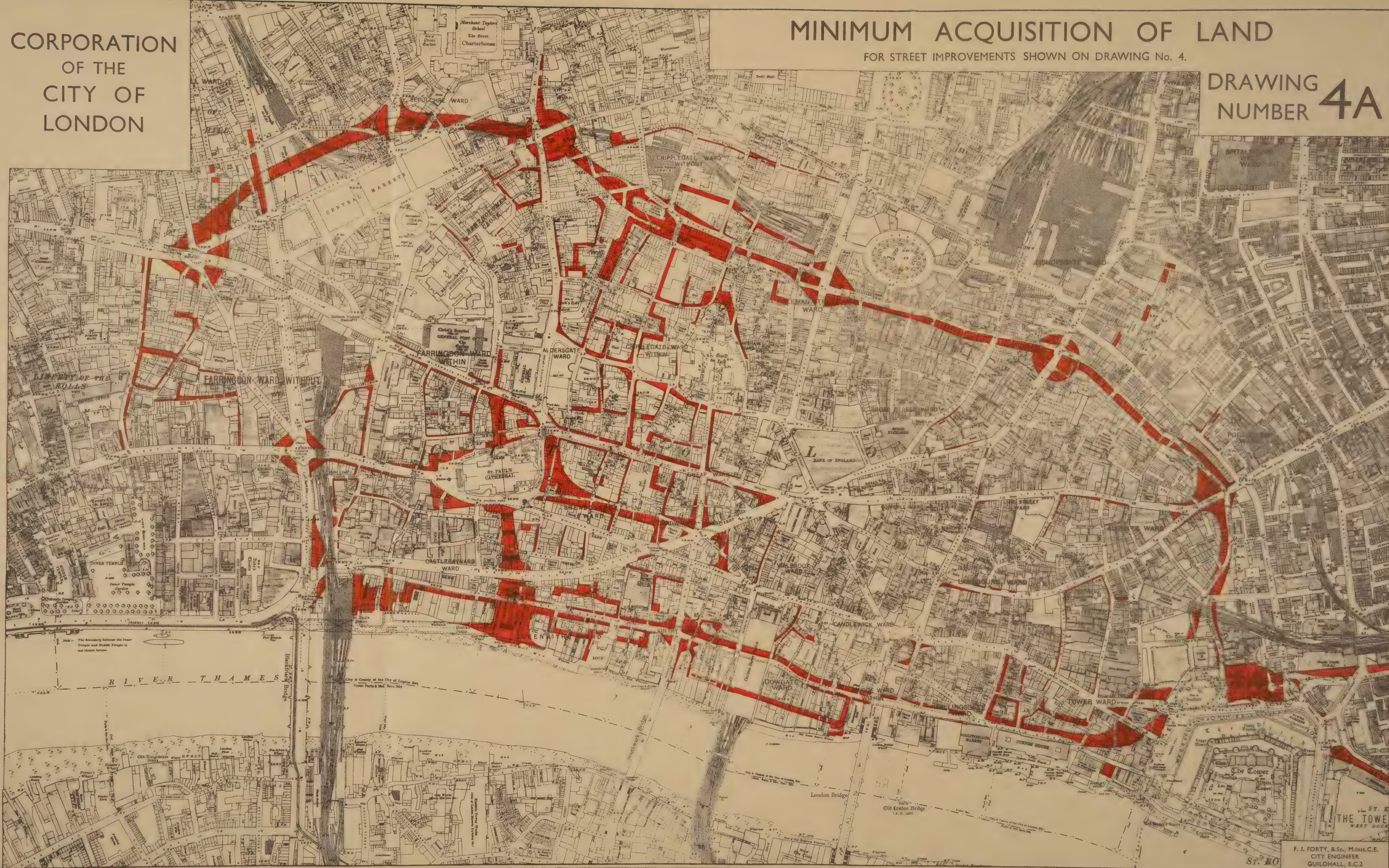


Lines of improvement (whether or not
with alternatives) and all other
proposals illustrated on this drawing are
preliminary suggestions only, and have
no statutory standing.

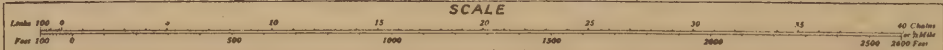
MINIMUM ACQUISITION OF LAND

FOR STREET IMPROVEMENTS SHOWN ON DRAWING No. 4.

DRAWING
NUMBER 4A



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